THE SURVEY

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SO THEY SAY

The time is ripe for intervention by God.—*Pope Pius IX.*

This is only the ox-cart stage of the Machine Age.—*Henry Ford.*

The evil men do in the ballot-box lives after them.—*William Allen White, Kansas.*

A decent standard of relief cannot be attained through food alone. —*Dr. Louis Levy, Memphis.*

I have no sympathy with Communism, but I am not afraid of it. —*Governor Gifford Pinchot, Pennsylvania.*

Too many revolutionists live by the simple process of taking in each other's manuscripts.—*Heywood Broun, New York.*

The despised dole would be a Godsend to most of America's unemployed.—*Charles Dukes, British fraternal delegate to convention of American Federation of Labor.*

Some people who have plenty of leisure are worrying about how others will use theirs when it comes to them.—*Frances Perkins, state industrial commissioner, New York.*

There is more hope of permanent accomplishment in the juvenile courts than in all the other courts put together.—*Dr. Manfred S. Guttmacher, psychiatrist, Baltimore.*

It is not the machine that is the cause of our present tragic condition. It is the hardened arteries of our organized religious, political and financial systems.—*Owen D. Young.*

Man is no different by and large, from the day when he cracked down on a sabre-toothed tiger with a tomahawk. Now, instead of tiger-teeth, he wants money.—*Clarence Darrow, Chicago.*

People do not make revolution eagerly any more than they do war. . . . A revolution takes place only when there is no other way out.—*Leon Trotsky in History of the Russian Revolution.*

It ought to be possible to take a given characteristic of the behaving personality and state how the adventures of food in cells reflect themselves in the chemistry of souls.—*Dr. Louis Berman in Food and Character.*

Children should not be forbidden to swear—not because it is desirable that they should swear, but because it is desirable that they should think that it does not matter whether they do or not.—*Bertrand Russell.*

Why the prominent unemployed never are selected by the committee-makers is an economic mystery. Those are the boys that have time and—what the committee-boys seldom have—experience. —*F. P. A. in New York Herald-Tribune.*

The modern American college is too often a failure because it does not impart to the student anything that will stick to the ribs of his memory and retain real significance ten years after graduation.—*Prof. William P. Montague, Columbia University.*

Unless an honest attempt has been made to redeem a man during his confinement a prison has no more right to exist than a hospital that turns out patients no better than when they were admitted with no attempt to cure them.—*Warden Leach, Newcastle County Workhouse, Delaware.*

Charity would be easier to take if it were handled in the manner of Kentucky moonshiners. Lay your money on a stump, walk away and return in a short time. Your money is gone, your whiskey is there and there are no witnesses to the transaction.—*Client of United Charities, St. Paul, Minn.*

I am inclined to believe that the problem of mental disease and defect is the most important single problem in the entire field of community health, a problem roughly equivalent in magnitude to all the rest of that field taken together.—*Dr. C.-E. A. Winslow in Journal of the Royal Sanitary Institute.*

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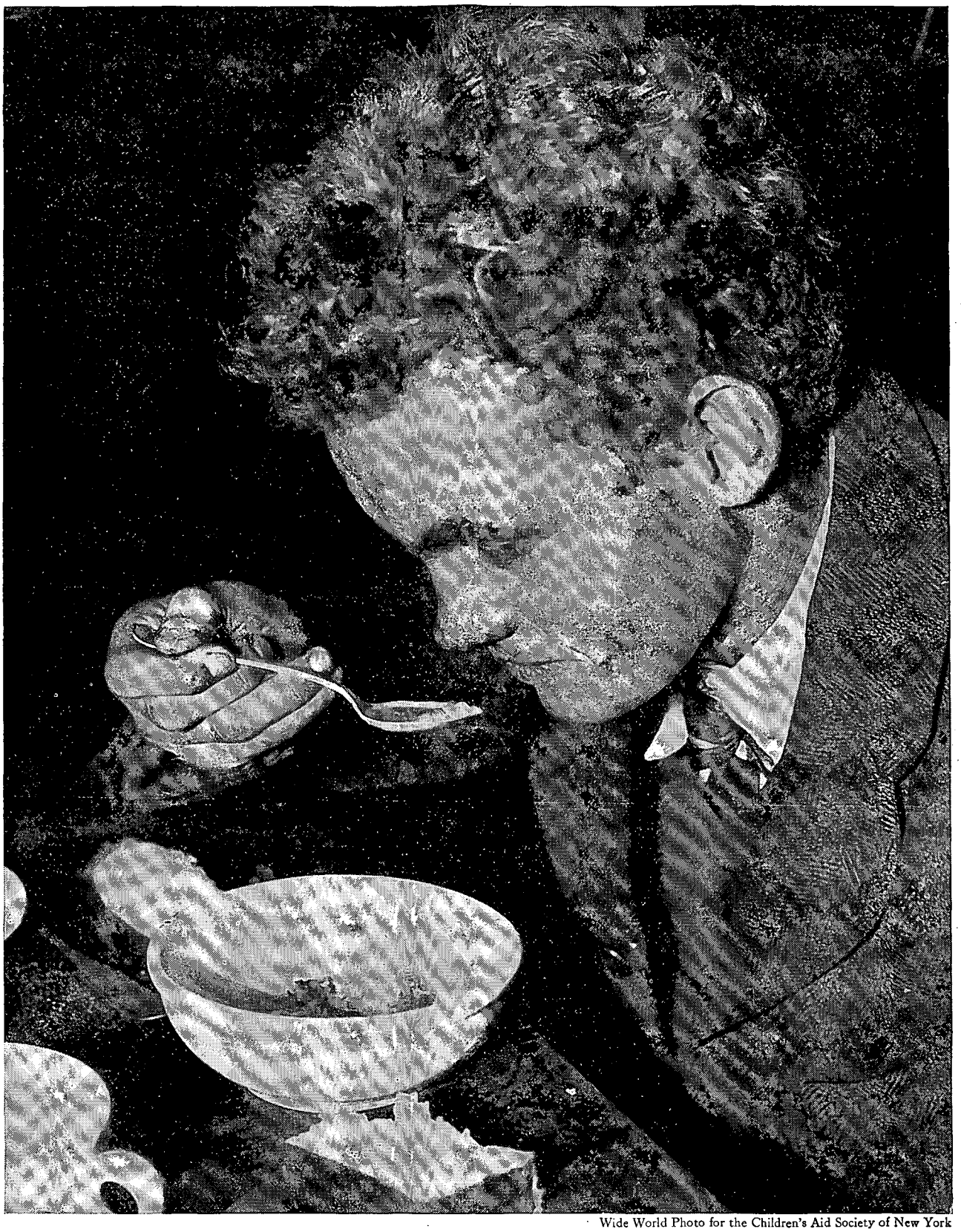

Wide World Photo for the Children's Aid Society of New York

One of 3000 young fellows who turned to the Children's Aid Society last year. Few of them are literally homeless

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THE SURVEY

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Uncle Sam's Runaway Boys

Is the Army the Place for Young Transients of Whom Only 5 Percent Are Homeless?

By OWEN R. LOVEJOY
Secretary New York Children's Aid Society

THE dramatization of the "army of transient boys" is a beautiful example of the spontaneous response of the American people to economic needs when once those needs have become sufficiently urgent. It is also an excellent example of our national preference for cures instead of prevention. All over our country public officials are attempting to meet these boys with kindly but firm control while private philanthropy is working overtime to feed, clothe and lodge them, to study their needs, mitigate their suffering, turn the aimless tide into safe channels, and wherever possible to return them home.

But thus far scarcely any public attention has been given —in fact, pitifully little has been done—to deal with the problem at its source. The recruiting of the army goes on daily—but unobserved. Frantic efforts are made to dam the stream but no attention is paid to the springs from which it arises.

These boys are popularly called "homeless." They are not "homeless." It is doubtful if 5 percent are without homes. The transient boys in your city have come from homes in other cities just as the transient boys in other cities have come in part from homes in your city. The major question is not, "What shall we do with boys who have left their homes?" but "What can we do to keep boys from leaving home?"

There is nothing mysterious about this. If every city would develop a comprehensive program of service to children and youth the problem would soon solve itself. Adequate home relief, a vital educational system and a generous program of recreation would so wed these youth—even in this time of depression—to their home cities that the stream of transiency would soon dry up. Under present conditions, barring the small percentage who leave home just from wanderlust and the other small percentage who are abnormal—the congenital defectives, the lazy, the dishonest, the depraved (all of whom constitute a negligible proportion,) the lack of the service mentioned accounts for this desertion of home and the aimlessness of the open road. The severing of local bonds is progressive. The boy who witnesses increasing poverty and hunger in his home leaves either for emotional release or in the hope of finding aid to send back. If he seeks refuge in school and finds nothing there to respond to any conscious need, he breaks away from school and out into the community. If nothing is offered to fill his leisure hours and the com-

SOME twenty thousand boys go yearly through the doors of the New York Children's Aid Society, most of them for health service or convalescent care or merely for the privilege of its playgrounds. Usually seven or eight hundred of them are homeless in New York. But last year more than three thousand stranded lads were registered and helped back to their homes or to jobs in the city or on farms. Mr. Lovejoy's program for transient youth is therefore based on current experience. The immediate fate of the specific bills he discusses will be determined before his article is read, but in any case the problem will not be solved at once and its treatment will remain a live issue.

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munity has nothing for him to do, he leaves the town and without any definite formality is already enlisted in the army of transients.

But while social workers may nurse their idealism and their hope for a sane solution, it is necessary to preserve a realistic attitude and deal with the immediate problem. This army of transient youth is here and society must face the problem of curing a malady we have been too unwise to prevent.

Confessedly, the problem has attained alarming proportions. The popular estimate that there are three hundred thousand youthful wanderers—a figure which may be far below the actual number, but which is probably too high—has electrified the country to writing and reading multiplied pages about them. They have become the answer to the photographer's prayer and scarcely a magazine appears today without pictures of young fellows jumping freight trains, huddled in box-cars, cooking Mulligan stew in the jungle, thumbing passing automobiles and hitch-hiking across the country. Whatever the number, none of the measures thus far advocated is too generous.

AN amendment offered by Senator Cutting of New Mexico to both the Costigan-La Follette and the Wagner bills for relief of unemployment provides an appropriation of 15 million dollars to be used in service to transients. At the time of writing, the Wagner bill has just passed the Senate and is before the House. The 15 million dollars is to be applied to the various states and such part as would be used to serve boy transients would be none too much. It would doubtless prove a far more economical expenditure of our national wealth than would the alternative obligation for physical and moral rehabilitation if these boys continue to be exposed to health hazards and to the myriad temptations incident to a life of vagrancy. This latter account will have to be liquidated through hospitals, juvenile courts, reformatories, jails and penitentiaries if we are shortsighted enough to default on the pending obligation. According to the provisions of this bill each state will be empowered to work out its own program of service to transients for which various specific plans have already been suggested.

But another bill aimed to deal with transient boys has also passed the Senate, which has voted to add 22 million dollars to the army appropriation bill for citizens' military training camps in order to give relief, according to its sponsor, Senator Couzens, to eighty-eight thousand so-called vagrant boys. It provides that the service "shall be available only for camps of at least twelve months' duration in which applicants are accepted only if over fifteen years and under twenty-one years of age and if unemployed at the time of application and for six months prior thereto."

It seems incredible that the country could seriously consider a proposal of this nature, but these are days in which the incredible becomes probable. Even if the measure could actually serve eighty-eight thousand of the present total of transient boys it could not give these boys what we believe they most need. The training would be under strict military discipline and would be admirable as preparation for military service, but it is our understanding that at present our nation is far more interested in promoting the arts of peace and preparing its youth for efficient civic and industrial service.

Prominent military men have already expressed themselves as opposed to the measure, which seeks to give these American boys mass treatment, makes no provision for finding employment when they are released, forbids their discharge within a year unless they find employment, has no machinery for follow-up to discover what becomes of them if discharged nor makes provision for their return if their employment is transitory. Apparently boys, once admitted to the camp, would be kept in custody unless they could furnish evidence that outside employment has been secured. But suppose they should not like the life or training offered in the camp and should decide to leave; would it not be the obvious duty of the guards to detain them and if they refused to stop when escaping what then would be the next duty of the guards?

This whole scheme ought to be killed. And it will be if enough members share the enlightened view of Congressman Ross Collins, Chairman of the House Conference Committee. But not for the reason now being advanced by citizens who would drive these boys into the navy instead. This is an intriguing suggestion fortified by an analogy to the methods of recruiting the English navy. One proponent of the idea says, "The boys on these ships are under strict and wholesome discipline but they are not compelled to join the navy. However, the training is such that very few boys fail to enlist." It is suggested that discarded battleships and other ancient vessels could be transformed into training ships and that all our seaports offer material of this kind for use. It is said that this plan could be made the backbone of the navy and those showing "proper mental and other abilities" could be sent to Annapolis to be trained as officers. Any who had equivalent abilities but seemed to prefer land to water could be sent to West Point to be trained as army officers.

If either of these plans should prove successful in relation to eighty-eight thousand boys, its very success would be its condemnation because it would offer the most dramatic invitation to thousands of other boys, now just on the point of breaking away from home, to leave in the hope that after six months of wandering they might join the camps for free food, lodging and entertainment. If it is true that we now have three hundred thousand transient boys, this camp plan might be expected to increase their number to a million before the end of the year.

A GENERAL program of treatment possible under the Cutting amendment is that of developing a series of small camps for groups of not more than 750 each, advocated by General Pelham D. Glassford of Washington. Many believe that in groups of this size under proper educational and recreational supervision with programs of work varied according to the locality and general conditions, a wholesome and constructive life could be secured as a substitute for wandering. A recent visit to Bear Mountain Park in New York State, where two or three hundred "white collar" unemployed men are working, suggests the possibility of working out the same general program for boys, varied only to provide less labor, more recreation and closer personal supervision. It is not unlikely that this idea will find widespread support, although it should not be forgotten that, here again, any highly dramatic program, if made unusually attractive, is likely to increase the number of transient boys.

Another general suggestion grows out of the experience of a number of communities and perhaps finds its most concrete expression in the experience of the New York

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Children's Aid Society, which is the principal agency in the metropolitan district for serving transient boys. Of the six thousand boys, of sixteen to twenty-one years, registered at the Central Registration Bureau in 1932, three thousand were served by this Society. The Society maintains a Boys' Lodging House with a capacity of 250 where the boys are registered, and all possible information secured about them. They are bathed, clothed, lodged, boarded and given, as far as possible, the benefits of a homelike atmosphere. Efforts are made to induce them to return home when, on investigation, that appears the best policy. Otherwise efforts are made to find them jobs in the city or if they are inclined to rural life they are sent for training to one of two large farms where they are given instruction in dairying, poultry culture, horticulture and general farming, in the fundamentals of forestry and in such industrial pursuits as automobile mechanics, painting, carpentry and the like. Meantime, agents of the Society are canvassing the state to find farm homes, filling stations, service stations or other places of employment where they can be placed as soon as they are ready.

Growing out of this experience the following possibilities are indicated on a national scale:

(1) Hundreds of farms are financially on the rocks. Many are in the hands of banks which have been compelled to foreclose and which are eager to liquidate. If the occupants of these farms could be offered a small group of boys with a competent overseer who would help rehabilitate the farm with no expense to the farmer beyond their "keep" it is believed that many hundreds of such openings could be found and the real value of farms that are now in distress be greatly enhanced.

(2) There are millions of acres of barren land in the country where magnificent forests formerly yielded fabulous wealth. These areas are now of negligible value even as grazing lands and the marginal farmer who attempts to eke out a living simply dooms himself and his family to slow starvation. At almost no expense beyond the cost of food, clothes and lodging large groups of transient boys could be employed in reforesting these areas, and as the young stock grew the more capable could be uniformed and employed as junior forest rangers to protect against forest fires which annually destroy millions of American wealth. In fifty years the country would possess forest wealth probably more than sufficient to wipe out the national debt.

(3) Every American boy loves camp life. There are probably at least a hundred boys' camps in New York State with an average capacity of a hundred. A similar wealth of developed camp sites exists in other states. It is estimated by experienced architects that at moderate expense most of these could be remodeled for all-year use. With a well-coordinated program of work, study and recreation these might be turned over to the use of transient boys, thus making them the best substitute for the home, school and community from the defects of which the boy has fled.

With the appropriation of fifteen million dollars contemplated in the federal bill for emergency relief to transients it is believed that a network of service could be developed throughout the country that would at once put a stop to the aimless wandering of boys, would furnish them healthful and educational environment and would tend to build in them elements of good citizenship, without the highly dramatic elements that would still further draw youth away from home and defeat its avowed purpose by adding to the volume of the group to be served.

How California Anchors Drifting Boys

By K. J. SCUDDER

Probation Officer, Los Angeles, California

TOM's mother died when he was twelve. After three years battling with a stepfather who didn't want him, he took to the road and headed West.

Dick was too big for his age and couldn't make the grade in school. When Dad lost his job and things were all wrong at home Dick figured that if he took to the road there would be one less mouth to feed. He also headed West.

Harry, who wasn't very bright, spent his early years dodging Chicago cops. Came retribution, Juvenile Court and escape from the reform school—and he too headed West.

All of them, hundreds,—yes, thousands of Toms, Dicks and Harrys land in Los Angeles, after months of ganging up and idle wandering in that borderland of delinquency where getting-by is glorified.

While it is true that Los Angeles County has invited the nation to visit her she has a right to qualify the invitation. She is interested in good citizens, not in wandering young riff-raff who shy from work and defy anyone to do anything about it. They arrive destitute and without friends and even the well-intentioned ones, after months on the road, are apt soon to find themselves in trouble. When this happens the Juvenile Court has the choice of committing the offender to a state institution or of sending him home. Naturally the latter course is preferable. Whenever possible parents or relatives are induced to supply transportation, but this failing, as it usually does, the county pays the bill. This system worked fairly well in the old days, but latterly we have found the same boys returning three, four and five times.

When in 1931 the influx reached alarming proportions, the Los Angeles Probation Department made a sample study of 212 boys between twelve and twenty-one, taken into custody for vagrancy and other offenses. It found that half of the boys were between fifteen and eighteen years with the older group rarely receiving any help from home. Most of them represented a school problem. Half were from southern and mid-western states. Fewer than half had been picked up as runaways; offenses of the others covered a wide range. More than half, usually in the over-fifteen group, had a record of serious trouble, including many crimes of violence. What, then, could we do about it?

The experience of our neighbor, Riverside County, in dealing with its own home-grown problem boys held possibilities. For three years Riverside County has experimented successfully with a juvenile industrial training camp in the San Jacinto mountains (see The Pine Tree Cure for Delinquency by Stella M. Atwood, The Survey, November 15, 1932, page 603). The proposal for a forestry camp for juvenile wanderers brought one reaction from court

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officials and social workers and another from the juvenile wanderers themselves. Judge Samuel Blake had long dreamed of a camp for court wards. In it we all saw the hope of sound social adjustment in a program comparable to the life of a forest ranger with regular hours of outdoor work and sleep, wholesome food, strenuous athletic competition and wise use of leisure.

The boys saw it as a new device to enslave them. Suddenly home developed attractions. "Send to dad for money. I ain't gonna work in any camp. I wanta go home." The night after the plan was mentioned at Juvenile Hall, the detention home, five boys climbed over the fence and have not been seen since. All of which led us to believe that the idea was a good one.

Forestry Camp No. 10 was opened in February 1932. It is located in San Dimas Canyon, about thirty miles from Los Angeles. The population never exceeds thirty. About a hundred and fifty boys a year can be handled. It is administered by the County Forestry Department which furnishes equipment, supplies and certain personnel. The county welfare and probation departments turn over to the Forestry Department the funds which under the old plan would have been used to ship the boys home. A foreman, an assistant and a cook handle the routine of the camp. Two carefully selected assistant probation officers, designated counselors, are on full-time duty in charge of all activities,—work assignments, custody, discipline and supervision day and night.

Boys between sixteen and eighteen are sent to the camp through the Juvenile Court which suspends commitment to the Preston School of Industry and substitutes the camp as a privilege of good behavior. The length of stay depends upon the distance from home. Each boy receives, in addition to maintenance, a credit of fifty cents a day toward the cost of his trip back to his home. If he lives in New Jersey it takes him longer than if he lives in Texas. That's his hard luck. The average stay in camp is three months.

THE camp routine includes eight hours of good hard work a day, lusty meals, regular hours of sleep and a vigorous program of sports for which the boys are divided into two highly competitive teams. The newcomer arrives while the work-crews are out on the job and has a chance to look over the place, get his outfit and talk things over with the counselor and the boy officer of the day. When the gang comes in he observes that every boy has a bath and clean underclothes before supper. He participates somewhat awkwardly in the ceremony of lowering the colors and gapes at the rush to the bulletin board where the chief counselor posts the merit marks for the day. Then follow the arguments over the rating. This one protests a poor mark, but is informed that his bed was badly made; another protestant is reminded of his failure to curb the habit of "shooting off his mouth." Anything below an average of two for the week cuts the unfortunate out of the Saturday movie as a guest of the Fox theater in Pomona.

After supper, with officers and boys eating the same fare, comes an hour and a half of baseball, followed by a session in the boxing ring where the newcomer must put on the gloves, learn to protect himself and take it on the chin without trying to gouge out the other fellow's eyes. About eight the boys gather in the dormitory and the singing begins. The singing is simply terrible but it looses many a boyish emotion and who cares how bad it is? Then for half an hour or so some of the boys play cards, some checkers, others read or listen to the radio. Back in the corner the coach is showing half a dozen hardy young souls how to build a human pyramid. He turns with a smile and says, "You just can't tire them out." At half-past eight things quiet down. At nine the lights go out.

The work on which the boys are now engaged is the building of a fourteen-mile motor-way into the mountains where forest fires would create havoc. This new road will permit the use of fire fighting apparatus and will greatly reduce the fire hazard in a valuable and important watershed area. It is a definitely useful public project.

These are all runaway boys. More than half have committed crimes of violence, yet there is not a lock on a door in Forestry Camp No. 10 nor a heavy screen on a window. There are no guns in camp, no corporal punishment of any kind. Boys come and go at will. Only two miles away is the famous Los Angeles Foothill Boulevard over which thousands of motor cars pass daily. Yet there are no more runaway attempts than from many road gangs where the guards are heavily armed and the men locked into a steel cage at night. We have had only two runaway attempts in the last three months and a half.

OF course it is not all velvet in the camp. A few of the boys are hard. They have never worked and they do not intend to. A boy throws down his pick and stages an old fashioned temper tantrum with as large an audience as possible for his defiance. The counselor gives him plenty of time to quiet down before he puts the question, "Are you sure you do not want to go to work?" More fireworks till a ranger steps quickly into the picture and handcuffs snap. There is no compromise when things reach that stage. "That darn fool'll be on his way to Preston tomorrow," murmur the boys as, the excitement over, they go back to work. No need for "rough stuff"—if they won't work we merely take them out of the camp. Less and less do we have to do it.

Runaways are almost invariably caught by the rangers or picked up by motor police and brought back to camp—no longer heroes. They are at once taken to Los Angeles to appear in the Juvenile Court. The action of the judge is swift and sure. They have abused the privilege of Forestry Camp No. 10. The former stay of execution of the commitment to the Preston School of Industry is revoked and by night they are on their way for eighteen months. About two out of every twenty-five boys fail to respond to the treatment at the camp. They wish to remain "tough guys," seeking the easy way out of everything and seizing the first opportunity to run away. But what if they do run away? We are more concerned with building up the twenty-three who don't, and we see no justice in subjecting them to repressive methods for the sake of two who cannot adjust. We are not interested in punishment. Ours is a job of social adjustment with open air, hard work, harder play and decent treatment as our tools.

More than one hundred boys have been through the camp, all problem boys from the open road. Many of them had been sent home more than once, and had turned up, again in trouble, in Los Angeles. So far not one of the camp boys has returned. Perhaps they will come again, but the months roll by and they are not here. Are they afraid to come because of work? Perhaps—some of them. But from many letters we know that there are more who, through their stay in the camp, found the road to a better way of life and that California will see them no more.

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When Your Client Has a Car

By GERTRUDE SPRINGER

"NOW I don't want to make any trouble, Miss Bailey, but you remember I called you yesterday to send me an unemployed man to clean up the yard. Well, he's here, and I think the welfare ought to know that he came *in his own car*. It's out in front of the house this minute. Isn't that *terrible?* You can't trust anybody, can you? I thought you'd be glad to know."

Miss Bailey wasn't glad to know. She hadn't been glad the other four times that poor old car had been reported to her. She knew the car well, knew the miracle of mechanics that kept it together, the shrewd bartering that kept it in gas and oil. She knew too that it wouldn't sell for five dollars but that, running, it had in a month added twice five dollars to the resources of a big family reduced for subsistence to a meager food order. She knew the quarters it earned taking a load of neighborhood children to school on rainy mornings, or a load of lucky men to their work; she knew the odd jobs it had had a part in picking up, the carfares it had saved in hustling from a few hours work here to a few hours there. And she was perfectly certain that it hadn't cost the public a nickel. Yet it was apparent that the five people to whom she had sent this man for odd jobs were shocked by the fact of his car, and attached a quality of guilt to its possession by one of the unemployed. And she hadn't the least idea what to do about it.

There is perhaps no point in the whole business of relief about which the public is so sensitive as in the matter of car-ownership. The question comes up even in the most car-conscious communities. Stories of abuses multiply at dinner and bridge tables and sooner or later magnify into newspaper headlines. More than once they have occasioned formal investigations of relief agencies and sweeping "reforms."

Said the executive of a small-city family society, now handling the whole relief program with public funds:

> It's probably the plaguingest thing we have to deal with. We get more kicks about it than on any other single score. If the public would think more about the kind of food orders we have to dole out and less about a few rickety old cars we'd get on faster. We haven't any policy and we don't want one. If we got one it would, if I know my public opinion, force the impounding of license plates as the price of relief. And that wholesale rule is what we are trying to avoid. It would work great individual hardship, destroy that modicum of self-respect that car-ownership still seems to carry, and, if our investigations are as good as we think they are, would wipe out an earning power which, though small and uncertain, is all the earning power many families have left. Of course we don't encourage joy-riding. We make no allowance for gas and oil and believe me it would take a high-class financier to squeeze a nickel's worth of either out of the provision we make. If the client, by his own ingenuity and initiative can keep his car going—and some of their ways of doing it are worthy of a bigger enterprise—and if we are satisfied that he uses his car to turn an honest fifty cents, that it is an asset in his total situation,—then, strength to his elbow, say I. But don't quote me. The whole business is full of grief.

With public opinion as sensitive as it is, this policy of no policy seems to be the one best calculated to hold the question to case-by-case consideration where social workers believe it belongs. In Pennsylvania the practice varies county by county in accordance, it seems evident, with the experience and background of the County Relief Board and its staff. Some boards, steeped in the old traditions of poor relief, have made an iron-clad rule that license plates must be turned in when the first food order is issued. Others, more enlightened, make exceptions for men who can prove that they have a little work that is dependent on the use of the car.

In New Jersey the temper of the state relief administration is to give the car-owner the benefit of the doubt, but in some communities, particularly those backward in social-work organization, local opinion has forced rules which amount to "Take your choice, car or food."

IN New York City, where home-relief investigators are themselves work-relief cases with a weekly wage of $20, the question is constant. In one outlying precinct in the Borough of Queens twenty-two of the forty-five home-relief investigators use their own cars on the job, thereby covering twice as much ground in the sparsely settled district as if they had to go on foot. But there is no kink in the law which permits them any allowance for operating their own cars literally in the service of the state, nor was there any way to get around the $10 license fee which the state required in January. Here again only miracles of personal ingenuity and initiative have kept the cars going. Moreover public opinion on this point is just as edgy in New York as in more intimate communities with many of the complaints coming from the home-relief clients themselves.

HOW some of the new problems in relief work, rarely encountered by the case worker of a few years ago, are being treated; how new workers without extensive training are being prepared to meet situations and make the quick decisions demanded when case-loads are unwieldly and supervision limited, will be the subject of a series of articles for which The Survey has drawn on the day-by-day experience of workers directly on the job. When the Client Has a Car is the first of these articles. Others to follow include: Are Relief Workers Policemen?; What Price Power; and How We Behave in Other People's Houses—and Why.

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In Denver, where in the halcyon days a car for every house was very nearly true, the social agencies at first insisted that a car and relief could not mix. But as more and more car-owners were forced onto the relief lists the rule had to be modified. It was resented and evaded by clients and led to bad relationships all around. The practice now is to raise little question about the car as long as the agency is satisfied of the owner's good faith in using it in productive ways such as searching for work, bringing fuel from the country or hauling supplies from the cheap city markets.

In Cincinnati the relief authorities generally discourage the ownership and use of cars, but they have on occasion helped to maintain cars and trucks that figured in the family budget. When there is no particular reason for a family to have a car except that it has it, the license plates may be asked for. On the whole the matter is left to the judgment of the individual case worker.

Toledo is one of the few places that has a clearly defined policy, authoritatively supported, toward car-ownership by clients. But it was not achieved by accident or merely by taking thought. All last year the Social Service Federation and the city welfare department were subjected to acrid criticism because of families on relief who called for their grocery orders in cars. The public was not troubled by grocery orders carted in baby-buggies, toy wagons or wheelbarrows, but it was offended by the spectacle of an order being stowed into a decrepit Ford. The matter finally came up in the City Council and a committee was appointed to investigate. Inquiry revealed that of the twelve thousand families on relief about 10 percent were operating cars. This was too much for one affronted councilman who promptly introduced an ordinance prohibiting any family on relief from operating a car.

Up to that time the relief agencies had followed a fairly liberal case-by-case policy discouraging the unnecessary use of cars but not making it a bar to needed relief. Out of this experience Wendell F. Johnson, director of the Social Service Federation, prepared a reasoned analysis of the whole situation, weighing all the considerations involved and outlining the advantages of an elastic policy as against a rigid rule. His proposals, approved by Dr. Elwood A. Rowsey, director of public welfare, were presented to the City Council which immediately tabled the prohibitory ordinance and gave its blessing to the new policy.

This policy calls for a case-history of every car owned by a family on relief or applying for relief which reveals how much of an asset the car is and to what uses it is being put. If it is an asset of considerable value the visitor discusses with the client the advisability of converting it into cash to help meet the family's needs. Final decision on the sale rests with the client. If the car is to be retained a definite agreement is made that it is not to be used while the family is on relief, but in cases recommended by the visitor and approved by her supervisor, where it is shown that the car "is used as a means of income or is needed for other necessary purposes," exceptions are made. "Clients who operate their cars against the decision that its use is unnecessary may be required to turn in their license plates as a condition of continued relief."

In the face of public opinion on car-ownership by relief families there have been few, even among social workers, who have had the hardihood to defend it as a source of pleasure in a singularly pleasureless period, though those cars in their more gallant days were the center and circumference of family recreation. Here again Wendell F. Johnson says a word that seems worth saying:

> The use of a car for recreation by a family which through no fault of its own has had to drink the very dregs of poverty, which has been deprived of the right to choose the kind of food it shall eat, the kind of clothes it shall wear, the kind of fuel it shall burn, can be defended, it seems to me, as a means of sustaining morale in the family and in the community as a whole. It may well be that this one small deprivation would constitute the breaking point for a family. When people have endured so much for so long the withholding of even a Sunday ride in the country may hold the balance between courage and despair.

Volunteers for Recreation Service

By CHARLES J. STOREY

SHALL we replace municipal recreation workers, dropped because of budget reductions, with volunteers? What does the influx of volunteers into the battered recreational set-ups mean? At first glance, the coming forward of thousands of interested citizens to stop the breach in the ranks of paid playground directors, swimming instructors, community center workers, and the like appears to be an endorsement of the worth of these services to the community. In many cities of the country where municipal playground budgets have been cut, volunteers, sometimes even play-leaders who have been dropped from the reduced payrolls, are carrying the work on. The proportion of volunteers to the paid staffs appears to be from a few persons almost up to staffing the entire organization.

There are traditions for the use of volunteers in recreational work which run back to the beginnings of public recreation, when privately organized playgrounds and community centers utilized almost 100 percent volunteer personnel. Gradually the importance of providing public recreation facilities for old and young has been recognized until now 831 cities have municipal provision for paid professional personnel operating recreational and play facilities.

The question of volunteers in municipal recreation has been brought vividly before New Yorkers by the action of the Board of Estimate and Apportionment in eliminating the entire budget for After-School Athletic Centers, amounting to $150,000, and suggesting that they be operated by volunteers from the teaching staff. From January 1 some 466 centers, open from 3 to 5 P.M., have been wholly staffed by volunteers, largely by experienced teachers who have been serving in the past as paid instructors on the playgrounds. Enough money has been secured by reallotment within the school budget to operate about a quarter of the centers, and the question of whether

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to conduct the rest of them on a continuous volunteer basis is still unsettled.

At the moment the use of volunteers in municipal recreation systems has an entirely different aspect than ever before. They were usually employed to extend the work in a going system. Today the use of volunteers is almost entirely a method of replacement of paid workers dropped because of budget reductions. The entire situation is different and the question is whether such wholesale replacement even in a crisis such as at present is justified, and what is the most reasonable and practical attitude to be taken in the matter.

Municipal recreation services are on trial. The disapportioned budget reductions for recreation facilities compared to other municipal services in cities show a weakness. We who are in the work believe that these leisure-time opportunities are very important city services, but it is apparent that the public does not believe it; or at least many public officials do not. From the standpoint of long term functioning on a satisfactory basis, it is obvious that these facilities, which have grown in size and importance in the last fifteen years, cannot be efficiently operated by volunteers. Should we not face the fact that it will be several years before budgets will be back to anything like normal? Can we afford to accept drastic cuts on the plea that volunteers will fill the gaps? At a recent meeting of the City Recreation Committee of the New York Welfare Council this question was discussed, with two opinions expressed: one, for filling the gaps by the volunteer services of teachers and others rather than see centers closed, and two, the closing of centers from which workers have been taken because of budget cuts with the expectation that public support for the restoration of these services can be more quickly secured by drastic action. Trained summer workers on playgrounds have been entirely eliminated from the park departments on the plea that emergency workers paid by relief funds would take their places next summer. This is not exactly the case of supplementing paid workers with volunteers but it is supplanting experienced professional workers by persons who may or may not have aptitudes or training for the job.

IN this fourth winter of unemployment, relief committees in several cities are recognizing more than ever before the need and value of activities for the enforced leisure of old and young. Separate funds have been raised solely for the purpose of providing recreational and educational opportunities for the spare time of the unemployed. Last winter in New York City a Morale Committee was organized as a part of the Emergency Relief Committee. This group succeeded in opening over twenty men's clubs in existing settlements and recreation centers at hours suitable to unemployed young men. The largest enterprise for the unemployed is Cheer Lodge, operated by the Salvation Army in a building donated by the Children's Aid Society, where an average of one thousand jobless men a day have access to rest and recreation from 10 A.M. to 5 P.M. No food is served but facilities for reading, games, handball are provided. The radio and phonograph provide entertainment and occasional concerts with home and outside talent are given. This year an Adjustment Service for unemployed, which will include advice and help to individuals in recreation, is being organized under a grant from private sources and with the cooperation of relief committees.

These examples can be multiplied by reports from other cities but it is sufficient to point out that even in the tremendous job of providing food, clothing and shelter for thousands of unemployed, recreation and the profitable use of leisure is being carefully considered by the relief agencies. Here we have the analogous situation of relief agencies stimulating and operating recreational services for the unemployed, and at the same time municipal recreational systems being greatly curtailed; the recruiting of volunteers and the utilization of emergency workers, paid by relief funds to take the places of paid workers dropped because of the elimination of municipal support.

Should municipal recreation facilities be virtually relegated to private enterprise in the form of volunteers and new centers be created through pressure on relief organizations in the name of "morale" work? It does seem to need some evaluation of the philosophy of recreation and of city recreational systems in the light of the needs of both employed and unemployed men and women and disorganized households. Interested citizens may volunteer to take the place of the professional paid staff who have been discharged because of lack of funds but does not this exhibit a fundamental weakness in public consideration of the educational, health and moral value of our recreational systems? Must they be among the first municipal functions to feel the effect of budget reductions?

Taking an extended view of the situation in which we find ourselves, can volunteers be utilized in a wholesale manner and be held in line "for the duration of the war"? The very stability which recreation among other social services demands from municipal organization is threatened.

TO answer the questions asked above is not easy. Certainly if volunteers must be used, they should have at least some training in the job they are to do. New York is now training its emergency workers paid by relief funds. A group of over 250 men assigned to boys' work had a 27-hour course extending over a number of days in the theory and practice of recreation in December under the auspices of the Emergency Work Bureau and the Boys' Work Section of the Welfare Council. In January a similar course was given for women emergency workers assigned to girls' work in public and private agencies. Other cities which have called citizens to volunteer have given training, as in Evansville, Indiana, where a six weeks' course was organized. Practically the entire recreation program in that city was conducted by these volunteers.

What proportion even partly trained workers should bear to the total professional staff and the amount of supervision which they should have is an unsettled question and generally left to the uncontrolled exigency of the situation.

To consent to disproportionate reductions, compared to other city budgets, or elimination of this work, is to admit that recreation services are a minor part of the city's duty toward its citizens at this time. The greatest proof that this is not so, is, as stated above, the increasing tendency of relief committees for the unemployed to encourage leisure-time programs and the organization of new opportunities for recreation. The volunteer should be used for the needed extension of already functioning recreational systems and not for replacement of professional workers on a wholesale scale. Never was there a time when the importance of the constructive use of leisure could be brought home to the general public with more force and human understanding than at present.

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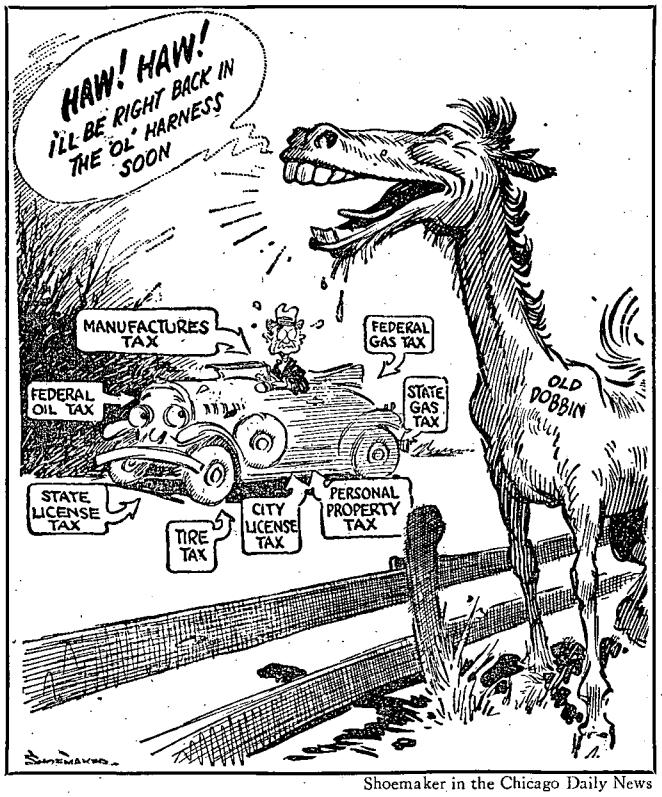
The Invasion of Green Tax Pastures

By SIMEON E. LELAND

Member of the Illinois State Tax Commission; Professor of Economics the University of Chicago



Shoemaker in the Chicago Daily News

The Horse Laugh

THE encroachment of the Federal government upon the sacred green pastures of the States in the development of its tax system served as the keynote to bring together delegates from thirty-four states to the first Interstate Legislative Assembly, held in Washington, D. C., in February. This conference was held under the auspices of the American Legislators' Association, a non-partisan organization whose aim is the improvement of state legislation and of state government generally. It has been in existence for eight years, publishes State Government, a monthly magazine which enables intelligent legislators to keep pace with important trends and current problems in government, and maintains a clearing house for state legislative reference bureaus. It now is the recognized agency for properly dealing with interstate legislative matters and along with the Governors' Conference should stimulate improvements in state government.

Its first assignment was mechanized by the creation of a permanent commission of legislators (of not less than ten nor more than fifteen) "to examine into and report on what may be done to relieve the present conflicting and overlapping systems of taxation." Although the organization and operation of the legislators' association with its conferences, staff and literature is a signal achievement and one which doubtless deserves more space in celebration than is here given, the writer desires to devote the remaining available space to a consideration of the ideology of the conference.

The program reached its height at the session at which Clyde L. King, chairman of the Public Service Commission of Pennsylvania, sketched the evolution of the "tax jungle." William B. Belknap, president of the Legislators' Association, glorified the forty-eight States as "logical and right," asserted that the central government "can not meet the needs of our population" and called on the delegates to organize—to begin the day of conference and agreements among the States.

The stage had been set by descriptions of the fiscal invasions of the Federal government into the revenue preserves of the States through its use of income, corporation, estate, gasoline and sales taxes. Only the tobacco-raising states mentioned the encroachment of the States through the comparatively new cigarette and tobacco taxes on the revenue preserves of the national government. The double taxation of estates and inheritances served as the "horrible example" of the consequences of uncoordinated, unintegrated, and unseparated tax jurisdiction. The progress of the reciprocity movement and the solution through the decisions of the United States Supreme Court were referred to, as was the failure of Congress to extend the 80 percent credit for State levies to the 1932 emergency rates of the Federal estate tax. Nor was the resemblance of present taxes to capital levies overlooked. The burden of general property taxes on homes and farms was repeatedly emphasized, although the Federal government has long abstained from the use of this form of taxation. But the complaint against the national government stood on other counts.

The diagnosis complete, the assembly turned to the prescription of remedies. Tax Commissioner Henry F. Long of Massachusetts discussed the possibilities of divorcing the sources of national and state revenue, with no alimony to be paid by Uncle Sam. Certain sources of revenue were seen to fall logically to the use of states; others could best be used by the national government. Dependence upon state laws for the devolution of property gave the states a claim to inheritance taxes. But the national character of fortunes, the more effective execution of the Federal estate tax and the greater possibilities for revenue (or socialization of wealth) were not advanced for the Federal cause.

On the other hand, Commissioner Long thought that interstate competition was so important that successful sales taxation could only be undertaken by the Federal government. This form of taxation was also seen as fulfilling the requirements of a universal tax, but if the shifting and incidence of other taxes are considered, universality may be more common than is generally realized. Nevertheless, the sales tax with its hidden additions to purchase prices (assuming that such taxes are uniformly shifted to consumers, an assumption of extremely doubtful validity during depressions) fails to provide the prime requirement for a universal tax—it is neither certain in amount nor is it paid directly by the taxpayer to his government, hence he may not know he is being taxed. And, to the extent that the sales tax may not be shifted to the consumer,

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the tax may not in fact be universal. Indirect taxes, therefore, should not be chosen for the universality of their burden. If obligations of government are to be spread among all citizens, that lesson can best be taught by a direct tax, say an income tax with a universal filing fee.

One suggestion made by Commissioner Long deserves careful consideration by the States and their legislative association—the possibilities of reciprocal fiscal action by contiguous states. New York, Massachusetts and Pennsylvania started along this road years ago in an attempt to solve inheritance-tax problems. New Hampshire and Massachusetts cooperate in the administration of their income taxes in order to minimize evasion. Ohio and Pennsylvania each have armed (?) highway patrols to prevent the bootlegging of gasoline made profitable by gas tax differentials, all of which could, of course, be avoided by the Federal taxation of gasoline, losses to the States being prevented by the sharing of revenues, as another speaker suggested.

NOWHERE, however, is the lack of cooperation between State governments more noticeable than in the field of taxation. Not only do the States erect their tax systems with little or no reference to the fiscal systems of the nation or of other States, but they make no attempt to cooperate in the effective execution of the laws they now have. Information as to tax liability is seldom exchanged, tax liens or debts are seldom enforced by foreign states on fleeing debtors, the records in one State are seldom available to another and though the tax laws may not be uniform or the jurisdiction non-competitive, much could be accomplished by interstate comity in administration.

A method for balancing the Federal budget was also suggested by Mr. Long: the national government could levy a direct property tax or make an assessment on the States. It was indicated that this would make the States conscious of Federal finance. Didn't Mr. Long really mean that this would render them unconscious? New York, for example, with its $100,000,000-plus deficit? Or California with its deficit of $50,000,000?

As an alternative to the plan of separating the sources of State and Federal revenues, Prof. Robert Murray Haig, of Columbia University, suggested the possibility of Federal collection of certain taxes with the allocation of a share of the proceeds to the States. Imagine the difficulties of a speaker asked "to explore the possibilities of the plan of increasing the role of the Federal government as a tax administrator" in an assembly of delegates representing the sovereign States. It was quite clear that many of them did not want to be placed under the control of the national government or to become dependent upon Federally-administered taxes for substantial portions of State revenues. A delegate from North Carolina, for example, seemed to resent the payment by the taxpayers of his State of so large a portion of the internal revenue duties, forgetting completely that North Carolina industries only act as collection agencies for taxes from users the country over.

Apparently the case for Federal collection and division made little impression on many delegates—there was no time allowed for discussing the various proposals—as some of the delegates forthwith wanted to pass a resolution asking for a separation of revenue sources. Nevertheless the analysis presented by Professor Haig was one of the high lights of the conference. Regardless of the sentiment in the "first interstate assembly" it is probably the direction in which fiscal trends are rapidly moving.

State and local lines have been breaking down for every purpose save politics. Trade and commerce no longer respect them; citizens and capital move from State to State if they are driven to it by hostile tax policies (or other reasons); "State tax administrators complain that the interstate commerce clause of the Federal Constitution, as interpreted by the courts, results in evasion and discrimination. The administrators complain that the process of splitting up the tax base of a national business among the States sometimes results in evasion and the taxpayers complain that it sometimes results in double taxation." The wastes, inconveniences and inequities of dual administration of the same taxes were not overlooked. All of which, properly concludes Professor Haig, "could be promptly eliminated by federal administration of the taxes in question." The tax competition among the States would be restrained, too, by extending the use of the credit device. Such administration, it was said, "promises to yield highest returns at least cost."

Objections to federal administration and sharing of revenues were pointed out: (1) depriving States of the satisfaction of collecting their own revenues; (2) providing inflexible revenues; (3) finding no satisfactory basis of distribution for the revenues collected. Nevertheless this plan appears to the writer to be the most hopeful solution of the problem of State and Federal fiscal relations—that is, if state government as now conceived must be preserved. But arguments over "the divvy" will be hot.

Haig's program would include the federal administration of most sales and consumption taxes, as well as of death taxes and taxes on personal and corporate incomes. The next speaker, Senator Franklin S. Edmonds, of Pennsylvania, more specifically suggested a four cent tax on gasoline, administered by the Federal government, of which three cents would be returned to the States, and a Federal tobacco tax of six cents of which the States would receive one cent. Income and estate taxes, Senator Edmonds would keep "as is" except for an extension of the credit idea to allow deductions from Federal taxes of State taxes actually paid.

ATTORNEY EDMONDS' solution took account of the welfare of important clients: producers of gasoline and tobacco products. Taxes on their goods, he opined, had become so high that decreased consumption of products was even affecting adversely the income-yield of taxes:

> The gasoline consumption in the United States for the first six months of 1932 as compared with the first six months of 1931 indicated that in the States where the rate was two cents there was 6.7 percent increase. Where the rate was three cents, there was a decrease of 1.3 percent, and the decrease continued with a higher rate of tax until, in the State that had a seven cents tax, the decrease was 13.3 percent.

These statistics resemble those produced by Secretary Mellon not long ago when he proved that, *ignoring the course of business*, decreased income-tax rates increased the aggregate income-tax receipts. It took a depression to convince most people of the error of the Mellon follies and the statistical foundation on which they were based. The data produced by Senator Edmonds appear to possess the same defect—no allowance was made for the economic circumstances of the people affected by the highest gasoline taxes. These rates are found in the South, in areas where the effects of the depression have been severely felt—in Florida,

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Arkansas, Tennessee, Arizona and Alabama. It would be strange if gasoline consumption had not fallen irrespective of the tax.

As to tobacco taxes, says the former Senator, "it is interesting to note that in the United States the annual per capita consumption of cigarettes in 1930 averaged 975, whereas five States which in that year levied a tax solely on cigarettes, collected on 431 cigarettes per capita." It might have been added that in these five states—North Dakota, South Dakota, Kansas, Utah and Iowa—consumption was already lower than for the United States as a whole. And it might be mentioned that no reliable consumption data are available as to tobacco products and that the method by which the above estimates were secured—apparently by dividing State tax receipts by the legal State rate—ignored the facts of evasion and inefficient administration (where present), all of which would vitally affect conclusions as to effects of taxation on consumption. Until demand-curves for tobacco products are scientifically constructed the crude statistics now current scarcely afford the basis for generalizations as to the effects of taxation on consumption, and through consumption on revenues.

Senator Edmonds also pointed out that if the States were given one cent of the six cents now collected by the Federal government from the manufacture or sale of cigarettes, on condition that no similar state taxes be imposed, "on the basis of the fiscal year ending June 30, 1932, there would be $66,429,770 returned to the States, and in practically every State imposing a tax on cigarettes, except possibly Ohio, South Carolina, Tennessee and Texas, there would be a larger distribution than under a separate State tax, without any expense of collection." In other words, abolish the State cigarette taxes, share one-sixth of the Federal tax and the States will all—with a few exceptions—get more revenue! This because the loss to the Federal treasury does not count, and because the larger states of New York, Illinois, Pennsylvania and Massachusetts, for example, which do not now have cigarette taxes, would "smoke up" to increase the payments to some of the States now levying tobacco taxes of their own. Nevertheless, a Federally-administered tobacco tax with division of yield to the States is certainly superior to the present system.

Finally, attention should be called to a phase of the tax problem mentioned by Dr. King, namely, the capricious character of our monetary system, which "is now in effect a confiscatory system in itself. Any system of currency that gives us too much currency in times of high speculation when we do not need it and does not give us enough to perform the ordinary processes of industry at a time when we urgently need it is too stupid a plan to justify continuance." Before this condition double taxation appears as a mere bogy. In the words of Poor Richard, we are taxed more by our follies than by our tax collectors. Meanwhile the sacred cows continue their grazing.

Wanted: A National Center on Medical Costs and Care

By RICHARDS M. BRADLEY

Trustee of the Thomas Thompson Trust and a Pioneer in this Field

MUCH has been said and written about the differences of opinion brought out by the recent majority and minority reports of the Committee on the Costs of Medical Care. This is entirely natural, but it leaves out of consideration the many important facts brought out by the work of this Committee with regard to which there was no disagreement.

Under existing circumstances, the only kind of a committee that could have brought in an unanimous opinion would have been a packed committee. This Committee, however, was evidently not created with the intention of producing a cut and dried preconceived agreement. It was made up honestly with the intention of getting consideration for all sides of the problem, and was composed of people who entertain entirely incompatible views on certain phases of our social system, including our problem of medical care. The report, therefore, contains majority and minority conclusions that were influenced by all shades of opinion, from that which favors handling as much as possible of the job of medical care by collective state medicine, to that which would rather like to see the individual doctor left alone to work out his problems largely by himself, as he has done for centuries.

Under such circumstances, the Committee was a mixture of irreconcilable elements that in former days might have led to warfare. We have, however, made advances in that respect, at least in medicine. The members quietly went to work and ascertained facts on which they could agree, deriving therefrom some conclusions on which they could agree and some on which they could not. They then left it to the public and to the future to make use of their work.

The results will undoubtedly be handled in the American manner. Modern American life consists of practical but illogical compromises between demands for collective action compelled by modern conditions, and demands that spring from the ordinary American's instinctive preference for maintaining, wherever possible, personal independence and individual initiative. Our present medical dilemma is a case in point. The majority of us are not logical and probably never will be in carrying either the collective or the individualistic idea too far. In industry we have established and maintained the postoffice, a highly socialistic government enterprise. It does not follow, however, that we intend to socialize all other industries. We still have a few farmers who would prefer not to enter collectives.

In medicine we have handled the long disabilities of insanity by state asylums, and have done much for tuberculosis with state money, but the country doctor still goes his rounds maintaining responsible personal family practice. Most of us still believe that, at its best, this is the best thing that American medicine has produced and we see no reason to think that its preservation is incompatible with an efficient and modern medical system. We do not feel alarmed at the imminence of consolidated medicine under government control.

When the waters have ceased to be troubled by contests over certain points where extreme collectivists and strong individualists are at odds, much that is of value in the work

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of this Committee will be found available for our use. Among other things, the enormous waste of some seven hundred millions expended largely on useless and harmful drugs, used in self-medication, has been clearly brought out. This points to cooperative action by all interested in legitimate medicine. We need to give a sounder education to the whole people on health matters, so that they may not continue to be the ready victims of quacks and nostrums, and may know more of the basic facts relating to the maintenance of their health and the cure of their ills. This is one of the things on which we can all get together.

There is agreement as to the need of preventive medicine and public-health work. Likewise, the proper coordination of various kinds of nursing and household service in caring for sickness in the home, and for the home in sickness, has for the first time received adequate attention by a national body. There is no obstacle in the way of dissenting opinion to prevent making the training and organization of our nursing force more efficient for the people and more just for the nurses.

There are other things where there is substantial agreement on most of the essential features. The uneven distribution of the major costs of sickness was adequately shown, and the necessity of curing this by some form of insurance was acknowledged by all parties, however much they may differ in other respects. The only difference of opinion on this part of the problem lay in deciding who should do this insurance. Collective extremists, on one side, objected to having anything done unless the state does it by compulsory insurance. The individualist end wanted none but doctors to control. The middle class wanted to see the matter tested out by trials in disinterested hands.

Modern medicine, while saving lives that formerly would have been lost, produces extreme costs in exceptional cases; costs which ruin one family and leave many others unscathed. Unquestionably, our system of medical care needs the financial backbone of an adequate insurance system to enable the people to meet these costs. It must have this if its job is to be done. This kind of insurance is in practical use in Latin America and in some twenty European countries. We need it, and we shall undoubtedly establish it here in manner suited to the character and circumstances of our people; and it is vitally important that it should be done by methods that will recognize and safeguard the respective interests of patient, doctor and hospital. It must not be allowed to fall into the hands of special interests nor be exploited by mere money-makers.

THE report, in this and other things, has not attempted any impossible reconcilement but it will put both collectivists and individualists on their mettle to vindicate the virtues of their respective views. They can do this only by showing in practice how the methods advocated by them can do the job better than in other ways. In the end, the public is going to be better informed and is going to judge by results. We are not willing to die or be ruined for anybody's theories, if we can help it.

The extremists will want nothing done till it can be done in exactly their way, but meantime the moderate progressives, both laymen and doctors, will have to get together to put under way necessary improvements in the service of the people. That is the way in which progress has hitherto been made. These changes will have to be worked out with the best information available, with proper regard to the interests of all parties concerned, and with full consciousness that much of the work of adapting new methods to changing American conditions must be experimental.

The burden of maintaining and advancing our existing hospital and organized nursing service is each year becoming heavier, and this work will have to be financed by sounder and more effective methods. We can no longer rely on taxes or contributions. We can and must enable the people by insurance to pay for their own service and to pay more with less hardship, and we can thus give them what they require.

WITHIN the last few weeks there has been an awakening in many parts of the country to the need of insurance for hospitalized illness, and many such enterprises are on foot. There is evident danger of standardizing a form of insurance that will cover only hospital charges. These charges constitute less than half the usual expenses of major operations which make up the bulk of serious hospital illnesses. Such a system might relieve hospital budgets, but would use up all available insurance money without saving the ordinary family from financial disaster, and without providing compensation for the surgeon. It is, therefore, most important for both patient and doctor that the medical and lay elements should cooperate in establishing a form of insurance that will cover surgeons' as well as hospital charges.

We must not throw away what has been gained. We need a center of advice and consultation and of information as to results of trial.

We need also similar help from our universities, which must wake up and give to the problem of medical economics the better attention that it deserves through the combined contributions of their departments of economics, of business, of medicine and of public health.

In many quarters there exists an especial need for information and guidance in the coordination of medical effort; for in the past it has been impossible for a body of doctors seeking such information to find any source of advice as to how to make the best use of an existing medical force. This is a condition that should not be tolerated.

Medical men need not be sensitive at criticisms of their lack of coordination. They are far from being unique in falling short of what is possible by failure to coordinate their work more effectively. The whole business world, at the present moment, is a welter of confusion and distress from the same cause. In many another industry can it be shown that better coordination can produce better results, and yet we are not yet ready to call in a Stalin or a Mussolini.

The times call for collective action and for coordination of effort, and we are progressing in our own way. All over the country men are coordinating their efforts for medical service and reaping advantages thereby for both themselves and for the public. With better information we shall continue to make better progress, and we shall benefit from a wholesome dissatisfaction with our own failures. Moreover, plenty of healthy disagreements between earnest and able people as to the best ways of doing things, if accompanied with intelligent comparison of results, will be the best guarantee against that smug satisfaction with inadequate accomplishment which has produced altogether too much costly philanthropic stagnation in the past.

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THE COMMON WELFARE

Madam Secretary Perkins

IN reporting the appointment of Frances Perkins as secretary of labor, it is noteworthy that the press has stressed her special fitness for the job rather than the fact that she is the "first woman cabinet member." This is, after all, of a piece with Frances Perkins' whole career. In tackling knotty industrial problems as factory inspector, member of the New York State Industrial Commission, head of the State Labor Department she has been, as her kinswoman, Charlotte Perkins Gilman once saltily remarked, "more human than female."

Against the background of postgraduate study in economics and sociology and residence at Hull-House and Greenwich House, Miss Perkins early turned her energy to social solutions of industry's problems. The tragedy of the Triangle Shirtwaist Factory fire, which she happened to witness, gave emotional drive to her belief "that it is possible so to modify our social and economic institutions as to make possible good lives for those in our great machine-like community who cannot govern and control their own situations."

To her cabinet post, for the last decade or more a political plum handed over to organized labor, Miss Perkins brings education, training, experience and a living social philosophy that specially fit her for this job, with today's responsibilities and rare chances for public service.

What manner of person is she? We of The Survey, who center great hope and faith in the new secretary of labor, can do no better than quote from the issue four years ago, in which we were privileged to carry, in part, the memorable extemporaneous address she gave at a luncheon in her honor as the new head of New York's State Labor Department (see The Survey, March 15, 1929, page 774):

"And now what can I promise? Only a few simple things:

"I promise to use the brains I have to meet problems with intelligence and courage. . . .

"I promise to all of you who have a right to know, the whole truth and nothing but the truth so far as I can speak it.

"If I have been wrong, you may tell me so, for I really have no pride in judgment. I know that all judgment is relative. It may be right today and wrong tomorrow. The only thing that can make it truly right is the desire to have it constantly moving in the right direction: in the matter of my job, judgment must be in this direction. That industry shall in this country gradually become a positive rather than a negative social force; something we may be proud of, something which may be an educative experience to all of us, rather than a negative, even a fearful experience bearing down with bitterness upon its victims. . . .

"I will not ask you to share my responsibility. That I know is mine and mine alone. I must decide and I must stand by my decisions. I must be made or I must fall by their wisdom and intelligence. I do ask you to lift up your hearts that I be made both wise and watchful, so that only good shall come. And when I am left alone in the last analysis to make my decisions on important matters, I shall not be alone there, either, for 'I shall lift up mine eyes unto the hills whence cometh my strength and my salvation.'"

Heart Disease on the Front Page

YARDS of statistics could not have done as much to stir realization of the ravages of heart disease as did the sudden deaths of Calvin Coolidge and Senator Walsh. Heart disease has become our greatest single cause of death, killing one American in five. Yet even at a time when these events have shocked the country, we can see some hope in the outlook for the future. Though the greatest measure of destruction by heart disease is among people past the prime of life, it is still an important cause of death among persons under forty-five and even among children. But while general deathrates from heart disease have been rising, those for people under forty-five show distinct improvements in the extensive records of the Metropolitan Life Insurance Company. In some lower age groups the drop between 1911 and 1928 was as much as 40 percent. The gain is to be attributed to control of diseases such as diphtheria and scarlet fever; earlier diagnosis and better care of rheumatism in childhood; more regard for general health. Improvement naturally comes first at the lower ages, but in the last two years for which records are available, Wisconsin, for example, finds a slight decrease even in the cardiac deathrates of people over forty-five. Already we are saving lives—in contrast to the experience of earlier times—at the period when life is most precious; beyond saving lives, we are preventing years of invalidism. It may be hoped that with time improvement will extend in the later decades of life, because people will not have suffered in youth the damage that brings death suddenly many years after. It is at least suggestive that Wisconsin's hopeful record comes from a state which has been a pioneer in treating heart disease as a public-health problem and has worked actively to prevent, diagnose and care for it.

Is It to Be Doctors vs. Hospitals?

ABOUT the time this issue of The Midmonthly Survey goes into the mails, a hearing is scheduled to consider the Crawford-Coughlin bill, now before the New York State Legislature. That bill would amend the law by providing that no hospital "supported wholly or partly at public expense shall hereafter charge any fee for medical, dental or pharmaceutical services while operating a clinic to which the public is invited." The bill is opposed by the United Hospital Fund of New York and other organizations representing the hospitals. Though it does not represent the private opinions of many progressive physicians, it has the backing of the organized medical profession as represented by the state medical society and local medical organizations. If any group of physicians has made a public protest against it, it has not come to our attention.

Such a measure would make it impossible for any hospital which receives tax support for the care of patients who are public charges to ask in any of its clinics the nominal fees usually required of a patient who can pay something. At the present time, when the income of the private hospitals has been greatly decreased and the demands for free and part-pay service increased, "the only result," in the words of L. M. Arrowsmith, superintendent of a Brooklyn hospital and president of the hospital council of that

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borough, "would be that many, probably most hospitals would have to close their clinics entirely," throwing an impossible burden on public institutions. Dr. Alec Thomson, director of medical activities of the Kings County Medical Society, is quoted as saying that the doctors are glad to care for the poor without pay, but feel that the hospitals should do so also. "The clinics are for the poor. Why should they pay?" The answer is, of course, that nominal fees, ordinarily twenty-five or fifty cents for admission, and sometimes ten or twenty-five cents for subsequent visits, make it possible for many institutions to carry on service that otherwise would not exist at all; service which clinic patients could get in no other self-respecting way at a price within their means. Repeated studies, including those made by medical groups, have shown that "abuse" of free and part-pay service by people who could pay usual private rates is so rare as to be negligible. In these times the doctors, like everyone else, are themselves hard-pressed by melting incomes and rising obligations. Very likely they see many former patients enter clinic doors. But could there be a solution for them in caring for patients at a dime or a quarter a visit? Do their progressive leaders realize that this line-up of the organized medical profession against the hospital clinics—when for so many patients there is no self-respecting alternative to the clinic—may take on the character of the dog in the manger?

Mrs. Jacob H. Schiff

WITH the Pennsylvania Terminal at Thirty-third Street on the west and the Grand Central as the older gateway at Forty-second Street, the cluster of skyscrapers in New York's midtown region was all but inevitable. Here, coming in through all the transportation systems, people converge to be shot up vertically from a ground area that could not possibly serve them. The tall, steel-framed structures are what the visitor sees; crowned now on the south by the Empire State Building and on the north by the new structures of the Rockefeller Center in the Fifties. Less conspicuous but playing their distinctive part in this hub of the city, has been the establishment during the last decade of new social and civic centers fairly under the eaves of these towers. For one, the Town Hall on Forty-third Street, achievement of Robert E. Ely; and for another, Ninety-nine Park Avenue, the headquarters of the Henry Street Visiting Nurse Service, built up under the leadership of Lillian D. Wald. "Ninety-nine" was the gift, in memory of her husband, of Mrs. Jacob H. Schiff, who died last month at the age of seventy-eight. Two old residences were transformed. From the nursing offices upstairs is woven a web of ministration reaching to all parts of the city. The main floor was turned into a wide and gracious room, with ample fireplace and rafter ceiling. This, under Miss Wald's aegis, has been the scene of many gatherings out of which have come impulse and action in a score of fields. More than once Survey Associates have met there; and the participation of Mr. and Mrs. Schiff in our cooperative undertaking dates back to before we were chartered, twenty years ago. Like her husband, Mrs. Schiff brought quick sympathy and generous backing to a wide range of philanthropic and educational activities, both Jewish and non-sectarian. Their active and personal interest in the nursing service and its founder went back to the earliest beginnings on Henry Street, when immigration was flooding New York's East Side. And significantly enough, in another epoch, Ninety-nine Park Avenue will stand as a living memorial to both, close beside the new, great whorl in the human stream of the metropolis. Over the fireplace in this modern House-by-the-Side-of-All-the-Roads is this inscription:

> This building is given in memory of Jacob Henry Schiff by Theresa, his wife, and is dedicated to the cause of public-health nursing, which he long fostered, for love of progressive education, civic righteousness and merciful ministration.

To Cut or Not to Cut

SEEN the more clearly for being dramatized on a relatively small stage, the issues of the wage controversy current throughout business and industry are sharply defined by the recent wage and salary cuts made by the Filene store in Boston. Edward A. Filene, president of William Filene's Sons, has been since the beginning of the depression the champion of high wages as the most effective remedy for hard times. "Wage reductions are now intensifying the depression even more than unemployment is doing," he states. But although Mr. Filene is the largest individual stockholder in William Filene's Sons, control of policies passed several years ago to the Federated Department Stores. Mr. Filene thus states the issues at stake:

> One group, with no less sincerity than the other, believes that business can best be stabilized and general prosperity restored by wage reductions during periods of depression. The other group, still seemingly in a decided minority, looks upon wage reductions as reductions in the buying power of the masses and the greatest of all causes therefore of business depression.

Based on his lifelong study of business, this employer holds that effective economies can be made only through reducing the wastes of production "and the still greater wastes of distribution." He adds,

> Of course I do not expect to remain in a minority, for it seems to me that every other plan for business revival has been tried and failed and that it cannot be long now before business generally will look upon wage reductions as prolonging and intensifying business depression.

New York Holds Back

HOPE that out of the hard times will come at least a measure of protection for wage-earners in future unemployment emergencies was dimmed by the recent report of the New York Legislative Committee on Unemployment which, instead of bringing in its promised insurance program, submitted a report strongly opposing enactment of any such legislation at this session. The committee, headed by Assemblyman William L. Marcy, Republican, held that the whole question of unemployment reserves should be left in abeyance until "the index of employment has turned upward." Though the committee report failed to indicate any difference of opinion in its membership, Mrs. Rebekah Kohut, representing the public, filed a minority report sharply diverging from the majority view. Mrs. Kohut, for three decades an untiring champion of progressive legislation, advocated immediate passage of a measure to go into effect "when our official statistics of employment indicate the beginning of business revival."

A year ago, the Marcy committee stated that unemployment "can better be met by the so-called compulsory insurance plan than it is now handled by the barren actualities of poor-relief assistance backed by compulsory

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contributions through taxation." Late in December it promised a program topped by "a bill for the establishment of a state-wide system of compulsory unemployment insurance." Expressing fear that the committee's present stand means that all pending unemployment insurance legislation will die in committee, economists, labor leaders and others questioned in press interviews following the publication of the Marcy report, the reasons for the committee's "sudden somersault." Thus Howard Cullman, chairman of the New York Conference for Unemployment Insurance Legislation and a member of the Port of New York Authority asked:

What sinister influence has led this committee to serve as a smoke screen for delay rather than as a stimulus to constructive action? How long will our citizens endure governmental committees which remain insensitive to the tragic suffering of the unemployed and hypersensitive to the demands of certain special interests?

Ma Huang

AS March winds send sneezers scuttling to doctors and drugstores, there may be some minor consolation in knowing that an ingredient of many of the sprays used to alleviate their distress would not have been on the shelves a few years ago. In 1926 a Chinese student came to the University of Wisconsin carrying in his suitcase a small package of a drug that he had isolated from a plant called Ma Huang. The plant had been known in China for some five thousand years, but little was known specifically of its healing powers and still less of their practical application. In 1885 the drug ephedrine was isolated from it, but the work was not carried far enough to be of great value. K. K. Chen re-isolated it in 1923 in Peking and continued his research in Wisconsin as a graduate student in pharmacy, constantly studying its clinical development and practical use. If a nasal spray suddenly makes it possible for you to breathe again, very likely it contains some derivative of Ma Huang, which in a few years has leapt from the humble position of an unregarded plant to become the servant of doctors and snufflers throughout the world.

Fewer Auto Fatalities

MOTOR-VEHICLE fatalities fell between 13.5 and 14 percent in 1932 under the previous year, the first reduction since the early days of the century when the automobile began to take its growing toll of human lives. With less than two thousand deaths from this cause in 1910, the number steadily increased until two decades later it had passed the thirty thousand mark. In 1931 it had risen to 33,500; but now comes along 1932 with a drop to approximately thirty thousand. Still an appalling but at the same time an encouraging figure.

Up to December 1, 1932 fourteen states with a population of thirty millions reported a decline of 12.8 percent, with city reports showing a decline of 12.2, and a deathrate per one hundred thousand from this cause of 21.4 and 15.9 respectively. It is significant that the New England, Middle-Atlantic, South-Atlantic and Pacific States did not show as large a percentage drop in deaths as the country at large. As for cities, Pittsburgh claimed first honors with a reduction of 26 percent, followed by Baltimore with 22. Oak Park, Illinois, with no deaths was the largest city with a perfect record in the country.

No doubt the organized safety movement, public and private, deserves much credit for this sudden and exciting fall. The cumulative results of safety campaigns are reaping a harvest. But there is another aspect of the situation that must be taken into account. According to reliable figures there was a decrease of more than 8 percent registration of motor vehicles and 7 percent in gasoline consumption in 1932 under the previous year. With the return of more cars to the road which may be expected with better times, the fatality curve may rise again. The safety movement must continue its efforts to spread the gospel among an increasingly large part of the population.

The Nurses Carry On

FROM the American Nurses' Association comes word that Janet Geister, director at headquarters, has resigned as of March 15. For the present the director's duties will be carried on by Alma H. Scott, associate director. We can offer the outgoing director and her successor no greater felicitation than the hope that the Association will continue the position it now holds as one of the most alert and progressive among national professional organizations: clear-eyed in examining its professional potentialities, and courageous in seeking ways to serve not merely the interests of nursing but those of the public who stand to gain by the higher standards of nursing and wider professional aims toward which Miss Geister and its other leaders have worked so consistently.

When You Call Us That—Smile

BECAUSE the leader of a street demonstration in Richmond publicly called the director of the Social Service Bureau a vulture and was promptly arrested for his pains, the Virginia city has a freedom of speech case on its hands with social workers wondering if the accused will plead the truth as a defense on the theory that all social workers are more or less scavengers. The arrest was made under an ancient anti-dueling statute.

Relief at the rate of $2 a week for a family of five does not make much stir in Richmond. A handful of protesting Negroes, led by white communists, descend periodically on the City Social Service Bureau or the mayor's office, where their leaders are promptly arrested on charges of disorderly conduct or vagrancy, and as promptly dismissed. But for them to call a social worker a vulture—that just isn't done in Richmond. So the case is pending and free speech is at stake.

Wage Holiday

A TWO-WEEKS wage holiday was declared last month by the Baltimore and Ohio railroad for its shop force, and at the same time 20 percent of the clerical force was laid off "indefinitely." Following B. and O. practice the employes, well before the unwelcome holiday began, had a chance to go over facts and figures bearing on the situation (see The Survey, March 1, 1931, page 601). "We were not in the dark," one of them writes us, "and what the road did does not seem a purely arbitrary move." On the other hand, "it would be expecting entirely too much of human beings" to say that the employes willingly agreed to the wage holiday. For clearly the shopmen were asked to contribute two weeks' wages and the clerical workers to give up their jobs to provide a dole for capital.

Well into the depression, unemployment and broken time were fended off under the socially-minded manage-

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ment of the B. and O. But with continued hard times and steady decline in traffic, with no means to write down capital structure except the awkward medium of receivership, management felt it necessary to tax the workers to pay the interest on the bonds. He is expressing the conviction of his large group of American wage-earners when our correspondent concludes: "In short, our experience on the Baltimore and Ohio, where very heroic efforts have been made to mitigate the evils of depression, indicate that a new deal in industry is absolutely necessary if we are to be saved such demoralizing results as are being encountered today in all industries where efforts have been made to cope with the problem of unemployment."

Twenty-five Years of It

CELEBRATING the completion of twenty-five continuous years as a member of the staff of the National Tuberculosis Association, Philip P. Jacobs looks back on the revolutionary changes in health work during this time. Scientific knowledge has become deeper and more accurate, and the methods of applying it far more effective, but what most impresses Mr. Jacobs is the shift in presenting scientific facts to the public.

Our posters were frankly called "don't" posters. Literature was brutally ugly; and our exhibits were a gruesome mélange of lungs in jars, fifteen-foot graphs and charts, and comic strips of monstrous size portraying the horrible results of spitting. Today the positive and cheerful side of health is stressed and the best modern advertising practices and techniques are followed in placing before the public our message that tuberculosis is preventable and curable and is not inherited.

These twenty-five years have seen a more than twenty-fold development of dispensaries throughout the country; the development of a profession of public health nursing from a handful of nurses, engaged chiefly in tuberculosis, to a corps of 19,000 whom Mr. Jacobs accounts "one of the most important branches of the entire public-health movement." There is no more spectacular social gain during this time than the downward course of tuberculosis itself. Mr. Jacob's gratification at having shared in these years' events is matched by our gratification that twenty-five years ago a young graduate of a divinity school decided to cast in his lot in the new social movement which has been furthered by his effective service.

Naturalization and Hard Times

UNEMPLOYMENT and its sequellae have brought home to the foreign-born the realization that naturalization is essential to adjustment to American life. At the annual meeting of the National Council on Naturalization and Citizenship held recently in New York, with a joint session with the New York Committee on Naturalization, the problems of the five and a half million aliens in the United States were brought into sharp focus. The alien has, it was pointed out, never recovered from the suspicion under which he rested during the World War. In these days of unemployment, resentment against him has grown to marked discrimination. The alien realizes these things and also realizes that naturalization is necessary if he is to profit by the new developments of the changing times, such as old-age pensions. He is however fearful and confused and the present long and complicated naturalization process often gives opportunity for his exploitation.

Not to make it easy for undesirable persons to become citizens, but to remove conflicting interpretations of the law and confusing practices in its administration, must, the social workers and educators agree, be the first step in the assimilation into American life of these "Americans by choice."

Registered Social Worker

WHILE Americans have fiddled around on the edges of registration for social workers, measuring the depth of the water, taking its temperature and debating who might sink and who swim, the French have taken the plunge. Without any great hullabaloo, official France has put its approval on social work by a decree instituting a state diploma which gives its holder the formal designation of State Registered Social Worker in France. The diploma is issued by the minister of public health on the certificate of adequate training in an approved school of social work of at least two years standing and after examination before a board which shall include representatives of the schools and of social services, delegates from certain ministries and "at least one or more social workers in active employment."

The decree outlines the basis on which schools of social work will be accredited by the minister of public health and provides for a General Council of Schools of Social Work of thirty members which will advise on the status of schools and on the make-up of the examining board.

An Unsweet Yellow Potato

WHAT Arthur M. Hyde, secretary of agriculture, calls one way out of the blindman's buff played by producers and consumers is suggested in his story of a potato. Some time ago plant explorers for the Department found in South America a potato which was yellow but not sweet, which tasted in fact pretty much like an ordinary Irish potato. They wondered if the yellow color meant that it contained vitamin A—if so, here was a welcome aid toward the adequate cheap diet. Would such a potato grow in North America? Was it liable to disease? Would people buy it? So into consultation came the Bureaus of Home Economics, Plant Industry, Chemistry and Soils. The plant breeders tried seedlings under various conditions; the chemists analyzed them; the home economists cooked them. The breeders crossed the newcomer with American varieties to create a potato equal to the latter in yield and marketability, but still possessing the precious vitamin. For two summers Maine lands have yielded better than five hundred bushels an acre of one of the new varieties. A sample shipment has come down to the laboratories accompanied by a detailed case history; after chemical analysis, it will receive the final cooking and judging test.

Research such as this, Mr. Hyde points out, might mean that ultimately "neither blind production nor blind consumption need dominate our markets." It stresses the increasingly important job of the Bureau of Home Economics, the consumers' branch of the federal government, which seeks to show people how to buy economically and to select for a given purpose, thus working indirectly to influence production of what people can best use. Wise uses and new uses of what is available are as important to the one as the other. In its continuing research and educational programs, as in its emergency service during the depression, the small but doughty Bureau of Home Economics has proved the value that accrues when, in Mr. Hyde's words, "the specialist comes out of his corner."

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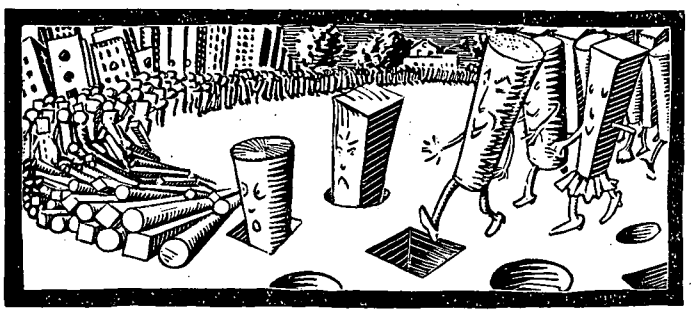

SOCIAL PRACTICE

A Way Around the Rent

WHEN seven of its families were evicted and seven more had so many relatives move in that their little houses were fairly bursting, the Kensington Day Nursery, in an industrial section of Philadelphia, turned for help as it had in other emergencies to the business men of the community. This time it was the real-estate men who came into the breach with the offer of houses rent free for a year if necessary to the seven families unable to pay any rent at all and, to the other seven, of larger houses for the same rent they were paying for the small overcrowded ones. The only proviso was that the houses, pretty much run-down, should be put in repair.

The call for a meeting of day-nursery fathers to discuss the proposition brought out carpenters, paper-hangers, plumbers, in fact all the skilled workmen necessary for the job. They swung into it with enthusiasm, assembled the required materials, all donated, and in short order put the fourteen houses into apple-pie condition to the satisfaction of the landlords and the immense relief of the families.

The Man and the Job

UNDER the auspices of the American Association of Adult Education and the leadership of John Erskine, president of the Juillard School of Music and erstwhile Columbia professor, New York is to have an experiment in adjustment service for the unemployed which will, it is believed, assume national significance. The primary purpose of the undertaking is to strengthen morale by helping the unemployed man to find himself and ultimately the job for which he is best fitted. The program includes occupational tests, personal counseling, immediate training and educational opportunities and a variety of forms of recreation "designed to build up his mental and physical health and to develop recreation abilities and habits which will be helpful to him in employing his leisure time creatively." But the real aim of the new Adjustment Service, says Mr. Erskine, "is to assist the unemployed individual in acquiring a better insight into his own vocational and personal problems. . . ."

The Service is financed for a year by a grant of $100,000 from the Carnegie Corporation through the Emergency Unemployment Relief Committee. Its whole program will be closely coordinated with those of other agencies. It has imposing advisory and technical committees and a staff including, with Mr. Erskine, Jerome Bentley of the Y. M. C. A., M. R. Trabue of the Minnesota Employment Stabilization Research Institute, Lewis A. Wilson of the New York State Education Department, Edward D. Cray and Darcy Wilson.

Why Men Make Good on Parole

ALTHOUGH of small scope the recent study of young men on parole from the New Jersey State Reformatory at Annandale has yielded some interesting if tentative conclusions. The study, dealing with 432 persons paroled in a depression year of meager employment opportunities, was made by the Divisions of Parole and of Research of the Department of Institutions and Agencies. Applying rather strict tests to the conceptions of success and failure the study showed 54 percent of the youths as successful on parole, 25 percent as partially successful and 21 percent as failing. There was ample evidence that a longer stay in the institution did not necessarily lead to greater success on parole, "Thus lending support to the contention," says Winthrop D. Lane, director of the Division of Parole, "that institutional residence reaches a state of diminishing returns, and that this state may occur earlier than many people suppose. In the present studies the positive values of institutional residence are not apparent beyond thirteen months in the institution."

A strong correlation was shown between success on parole and regularity of employment, good wages, constructive use of leisure and regularity in church attendance. A higher degree of success was noted among parolees with dependents than those with none. There seemed little connection between living in a wholesome neighborhood and success on parole, in fact failures were almost as numerous in good neighborhoods as in bad. On the other hand the percentage of success was high among those having wholesome family relationships.

First Steps in Planning

A LITTLE group of responsible men has risen up in Brooklyn, N. Y., and decided to take definite action toward the coordination of the borough's social welfare and public-health work and toward social planning on a borough-wide basis to keep abreast of the needs of the rapidly increasing and changing population. Called together by Frederic B. Pratt, president of Pratt Institute, a hundred men, leaders in civic, welfare and health work and representative of the major religious faiths, listened to a presentation of the factors and trends in the local situation by Douglas P. Falconer, director of the Brooklyn Bureau of Charities, and discussed the responsibility for leadership and guidance out of the confusion.

From the discussion came the decision to undertake detailed study looking toward the development of a coordinated com-

Reports of Research

BEHAVIOR PROBLEMS. *The Pennsylvania Committee on Penal Affairs of the Public Charities Association, 311 South Juniper Street, Philadelphia.*

A study, directed by Leon Stern, of the behavior problems of school children in Allentown, Pa., and in the Juvenile Court of Lehigh County, Pa.

APPLICATION OF THE GROUP METHOD TO CLASSIFICATION. *By J. L. Moreno, M.D. National Committee on Prisons and Prison Labor, 250 West 57 Street, New York City.*

A preliminary report, prepared in collaboration with E. Stagg Whitin, of a study of methods of assignment of prisoners to groups to the end of securing a socialized community within the prison.

AMERICAN CHARITIES AND THE CHILD OF THE IMMIGRANT. *By Francis E. Lane. The Catholic University of America, Washington, D. C.*

A study of typical child-caring institutions, Catholic and Protestant, in New York and Massachusetts between 1845 and 1880 when the modern philosophy of child welfare was just beginning to emerge and the state was taking first steps in responsibility.

THE PROBLEM OF OLD AGE DEPENDENCY. *Metropolitan Life Insurance Company, New York City.*

Monograph No. 13 in the series on social insurance on which the company has been engaged for a number of years. The study included both foreign and American experience and concludes with questions which any program must answer before it can be satisfactory.

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munity plan. This study will be entrusted to a committee which will analyze the existing social-work organization particularly in relation to the problems created by the recent influx of new population, and will report its findings to the citizen assembly which created it. "It is apparent," says Mr. Pratt, "that this group has no preconceived plan of any kind which it wishes to impose on the community. It only wishes to determine what steps should be taken and by what group to achieve the coordinated community plan that we so manifestly need."

What to Eat—and How

A GROCERY order or any other form of food-relief is, they think in Atlanta, only half the battle. The other half, for which the relief administration is equally responsible, is to see that that grocery order is turned into nourishing palatable meals, especially for children. The Atlanta relief organization experimented last summer in instructing housewives in the use of relief foods with such satisfactory results that thirty-eight nutrition classes for mothers of families are now running full blast with a well-sustained attendance of about seventeen hundred weekly. Classes are held in public schools, community houses, day nurseries and other centers at hours that meet the convenience of the women themselves. Teachers are paid by the school authorities who rate the project as adult education. The course includes twenty lessons which utilize in practical demonstrations the foodstuffs contained in the grocery orders. Social features developed in the class meetings are a cheerful by-product. Evidence of the effectiveness of the instruction, says Kendall Weisiger, director of emergency relief, is indicated in the periodic analyses of the items selected within the range offered by the grocery orders. These show a marked increase in such things as tomatoes, canned milk, cheese, salmon and leafy vegetables.

Prisons and Politics

IN the general mad rush to curtail governmental expenditures The Osborne Association, new name of the recently merged National Society of Penal Information and the Welfare League Association, both founded by the late Thomas Mott Osborne, sees a definite threat to hard won improvements in prison conditions. "At the very time," says William B. Cox, secretary of the Association, "when those responsible for the conduct of penal institutions have become convinced of the practical value of constructive rehabilitation measures, legislators and the public at large are showing a strong tendency to revert to a purely custodial level." Prison labor is already affected, it is said, by radical moves to reduce its competition with free labor. There is real danger that one of the most effective agencies for the rehabilitation of prisoners, work, will be drastically curtailed.

There are many places over the country, says Mr. Cox, where the light of intelligence in penal affairs is breaking through, but:

> The fact must be squarely faced that no permanent improvement in our methods of handling anti-social individuals can be expected so long as the management of penal institutions is subjected to direct political influence. The continued domination of politics in the affairs of prisons and reformatories is still the greatest obstacle to the ultimate solution of an important social problem.

None Too Soon

THE changing patterns of public-relief administration hold such important implications for the future as well as in the present that two national agencies, the American Public Welfare Association and the Family Welfare Association of America, have taken as their major activity for the next year the effort to direct those patterns into effective social forms. Through special grants from the Carnegie Corporation both associations have enlarged their staffs for special field service to assist communities and responsible authorities, state and local, in effective organization and administration of relief. The A. P. W. A., while concerned with all aspects of public-welfare administration, is centering its efforts on state legislation and the set-up of state welfare agencies, while the F. W. A. A. is directing itself to local situations and their relationship to state systems. The latter association is also resuming its program of special studies, reports and information service interrupted last spring. The F. W. A. A. now has five regional field secretaries and has added to its staff, as special field representatives, Alvin Guyler of New York, Thomas Devine of Florida and Stockton Raymond of Ohio. The field staff of the A. P. W. A. includes Burdett Lewis of New York, Calvin Estill of West Virginia, W. Frank Persons of Washington, D. C., and Aubrey Williams of Wisconsin.

St. Louis' Tenth Citizen

TO find any gain at all for any group in 1932 is an achievement in optimism, yet John T. Clark, executive secretary of the St. Louis Urban League, is of the opinion that in the important matter of race relations, St. Louis' tenth citizen, the Negro, made progress. He finds newspapers, churches and civic groups more sympathetic and considerate, with increased interest in Negro life and thinking. On the minus side for the year is the terrific unemployment situation with 80 percent of all working Negroes affected. Equally serious is the relief problem, "There are many blocks in which some residents in every house receive some form of charity." Education and recreation have suffered and Negro business is paralyzed "with the plight of the ambitious and intellectual classes as bad as that of the masses." Health is fairly good though pulmonary diseases have increased. Negro population has dropped slightly since 1930 with immigration entirely stopped and a considerable movement from the city to the outlying districts and to the far South.

REPORTS to the Boys Clubs of America, Inc. from 164 organizations over the country whose work is exclusively with boys show that boy membership increased last year by 7 percent while budgets shrank by more than 12 percent.

EXTRA dividends ranging from $300 to $1000 have dropped like manna into the budgets of forty New York child-helping organizations as the first distribution of the income from the trust funds of the Federation of Protestant Welfare Agencies.

THE Family Welfare Association of America has decided to omit this year the annual Institute of Family Social Work which was established by Mary E. Richmond in 1910 and which the Association has conducted since 1925. The possibility of a two weeks' summer conference for a limited group is being weighed.

THE Duke Endowment is experimenting with a rating schedule for the child-caring institutions in North and South Carolina to which it makes grants. Rating, with one thousand points as a possible total, is on social work, housing, food, clothing, education, health, moral and religious training and financial management.

BOYS' work agencies in New York are so gratified with the results of the use of hand-picked unemployed men in their activities (see The Survey, February 15, page 76), that the girls' work agencies are following suit. Some 200 young women on the payroll of the Emergency Work Bureau who are now undergoing training at the hands of Mary Austin of the Welfare Council will be assigned to settlements and clubs with programs for girls.

SOCIAL workers in Richmond, Va., are gradually digging themselves out from under the mountain of used clothing, some twenty-five tons, collected in a one-day drive by the American Red Cross and the Boy Scouts. Some of the garments are being sent to nearby rural sections there to be bartered for surplus farm produce to feed hungry city folk. A curious result of the drive, says June Purcell Guild, was a jump in the business of certain clothing stores. Evidently the ladies of Richmond joyously cleared out their closets and started fresh.

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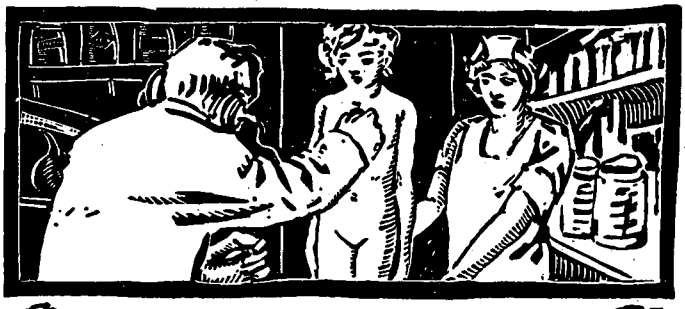

HEALTH

May Day Ahoy!

NOT many moments to be lost in laying plans for May Day as a time again to call to mind the need of safer lives and better health for mothers and children. For the constructive use of Mothers' Day as a means of lessening maternal mortality and promoting maternal health, the Maternity Center Association (578 Madison Ave., New York City) continues its service of aid and counsel. The American Child Health Association, which has served as the lighthouse for Child Health Day, announces that one of its prime objectives has been attained in the fact that the Conference of State and Provincial Health Authorities of North America has taken over full responsibility for the observance of the day—which means that the leaders of May Day activities will be the state health officers. The Association, needless to state, continues its interest, and will do all in its power to aid within the limits of a diminished staff in this field, made necessary by limitation of available funds. To this end it has issued a new pamphlet, May Day—Child Health Day in 1932, with suggestions for this year's program. (Price 10 cents a copy from the Association, 450 Seventh Ave., New York City; quantity rates on request.)

"Diabetic Islands of Safety"

WITH spring just around not so many more corners—and at its heels the question of summer camps—there is pertinence in the values that the staff of the New England Deaconess Hospital have discovered in using summer camps for the care of diabetic children. Last year ninety-two children profited by a stay in what Dr. Elliott P. Joslin calls "diabetic islands of safety." The Committee of the Clara Barton Birthplace, backed by the Women's National Missionary Association and the Massachusetts Young People's Christian Union, turned over the Clara Barton Summer Camp for the use of diabetic little girls, chosen without regard for creed or race. Other children were cared for in a diabetic camp in Ogunquit, Maine, and elsewhere. At the Clara Barton camp the New England Deaconess Hospital provided supervision by medical staff, nurses and dietitians skilled in the care of diabetes, a laboratory and a part-time technician and insulin. Two graduate nurses volunteered as councillors, aided by two older diabetic patients.

In a recent address Dr. Joslin said "Not until this year with a large number of children did we fully realize the advantages which can accrue to a diabetic child from a few weeks' stay at a camp. First of all, he has a change from home, a change in diet, a change from restraints. Restraints at camp are not objectionable because they apply to all and seem reasonable. While at the camp the children see that there are others like themselves and they gain confidence and courage. They live far more closely to the model diabetic life than when in the hospital. The expense of the diabetic camp can be kept at a low level. There is one essential —an expert diabetic head nurse. A laboratory is a tremendous asset and can be organized on a modern scale at a small outlay. . . . Finally, a diabetic camp can be made a diabetic island of safety for the whole community, because the county medical society can be invited to meet there and clinics and instructive demonstrations arranged for its members."

It is planned to continue the Massachusetts work this year on an increasing scale.

Health Education in Akron

DURING several recent years the Akron, Ohio, departments of health and education and the National Dairy Council have been cooperating in plans for teaching health in the grades as an integral part of the school program which also would be carried into the homes. Last year the program was widened to include a program for highschools built around a freshman course in nutrition with emphasis on the school lunch, and this year it includes also a course for parent-teacher meetings to promote home cooperation and interest. In all the projects records are being kept in such a way as to make it possible to measure tangible results and evaluate material and methods used. A progress report on results in the highschool show that a far higher percentage of students select "A" lunches in the cafeteria than was the case in another highschool, taken as a control, where no health teaching was given. (An "A" lunch includes as a minimum a serving of fruit or vegetable, two substantial foods and a cup of milk.) The freshmen, who were enrolled in the nutrition course, chose better lunches than the students as a whole. It was significant also that while the cafeteria's total receipts fell in the winter of 1930–31 and still further in 1931–32, due to the unfavorable economic conditions, the amount of milk purchased rose during the months in 1931 when a brief health education course was offered, and continued the rise in 1931–32, when the regular course was given. In the winter of 1932, when the total purchases at the cafeteria were considerably less than in two preceding winters, much more milk was ordered than in the earlier periods. For in-

Pertinent Publications

A DECADE OF DISTRICT HEALTH CENTER PIONEERING: *Ten-Year Report of the East Harlem Health Center. Prepared under the direction of Kenneth D. Widdemer, executive officer. Price $1 of the Center, 343 East 116 St.*

DETAILED account of an outstanding piece of neighborhood health work (see the Midmonthly Survey, February 1933, p. 74): aims, methods and results.

EDUCATION FOR HEALTHFUL LIVING IN THE PUBLIC SCHOOLS OF BELLEVUE-YORKVILLE, 1927–1931. *By Nina B. Lamkin. Price 55 cents postpaid of the Bellevue-Yorkville Health Demonstration, 325 East 38 St., New York City.*

A COOPERATIVE effort in a practical program of health education "as an all-day influence," with an evaluation of results. Appendices outline lesson plans for hand-washing, use of the drinking fountain and nutritious luncheons worked out by grade teachers.

PREVENTION OF CHROME POISONING: *Industrial Hygiene Series No. 5-A, Division of Industrial Hygiene, New York State Department of Labor, 80 Centre St., New York City.*

LEAFLET on symptoms and control of hazards of chromic acid.

MORALE: *The Mental Hygiene of Unemployment, by George K. Pratt, M. D. Price 25 cents the single copy, discounts on quantities, of the National Committee for Mental Hygiene, 450 Seventh Ave., New York City.*

THE pamphlet of the season in this field. See The Midmonthly Survey, January 1933, p. 18.

BEHIND THE FRONT LINES: *Social Hygiene. Price 10 cents of the American Social Hygiene Association, 450 Seventh Avenue, New York City.*

A BULLETIN of source material for the publicity desk, prepared by the United Educational Program of the National Social Work Council. For a list of other current social-hygiene publications, including several old favorites in new dress, and social-hygiene films at new low prices, consult the Association.

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formation on the courses for the grades, highschool, and parent-teacher meetings and detailed reports on results consult the National Dairy Council, 221 N. LaSalle St., Chicago, Illinois. The price of the complete set of lessons is 50 cents a set for each of the three levels, or $1.25 for the complete set for the elementary grades. The report on the highschool study is free.

Tuition in Schools of Nursing

IN Europe, according to a report in the Bulletin of the League of Red Cross Societies (Vol. XIV, No. 1, p. 10) it is becoming a common custom for schools of nursing to charge tuition to nurses in training instead of providing them with subsistence, training and even small money allowances, as was formerly the practice abroad and is the general practice in this country. In Hungary fees are based on those paid by teachers in training. In France there is a charge for maintenance as well as tuition; in Poland in some schools students pay tuition and provide their own board and lodging. In all of these countries and in Bulgaria, Czechoslovakia and Italy, where similar systems are in use, full or partial scholarships are available for qualified candidates who cannot pay for their own training. In some instances the holder of a scholarship agrees to serve for a specified period after training under the Ministry of Health or Red Cross, or to accept a post recommended by a school committee. The requirement of tuition appears, according to the report "to have certain advantages which cannot be overlooked, especially in countries which are trying to raise their standard of nursing and to place their schools of nursing on the same sound educational and economic basis as other professional schools in the country."

When Patients Have No Money

FROM Indiana comes word that the Shelby County Medical Society has made arrangements for a free clinic for people in the county unable to pay. Only ambulatory patients will be treated. Prescriptions will be filled by druggists at cost, to be paid by the township. In Michigan the city of Battle Creek is paying $1000 a month to the Battle Creek Academy of Medicine and Dentistry to provide all medical care required by needy residents. The only exceptions are contagious diseases, which have always been treated by the health department, and the cost of exceptional drugs and appliances. The Academy will provide its one investigating nurse, whose salary is to be paid out of the monthly $1000. It is estimated that under this plan each physician who gives service would receive about one third the usual fee. No arrangement for hospitalization has yet been reported.

Protect Every Contact

APRIL starts the sixth educational campaign of the National Tuberculosis Association for early diagnosis and care. This year's program is built about the slogan Examine and Protect Every Contact and as usual physicians, health officers, public-health nurses, social workers, and community leaders will help spread the idea. For the list of available leaflets, cuts, prepared news stories and other material, consult your local or state tuberculosis association or in case of doubt the National Tuberculosis Association, 450 Seventh Ave., New York.

Among projects recently announced by the National Tuberculosis Association is a five-year plan to reduce tuberculosis mortality among Negroes, which is three times as high as among whites. The work has been made possible by a special gift and is to be carried out in cooperation with a committee appointed by the National Medical Association of Negro physicians. The first step has been a six months' study of economic, social and psychological characteristics of Negroes in thirteen states and twelve northern cities. The southern group, comprising some eight million persons, are preponderantly country-dwellers with pitifully low cash incomes who live in communities themselves too poor to finance sanatoria and other measures for tuberculosis control. The problem is to discover how best to use the limited funds available and the program will be based on knowledge gained from important local experiments, such as one in Lee County, Alabama, where tuberculous patients are cared for at home, segregated in a portable screened cottage or screened porch. For the 1,500,000 Negroes in northern cities where Negro deathrates from tuberculosis are higher than in the South but where the community can afford to make provision for the disease the chief problem is to persuade the group to take advantage of the preventive measures which already exist. The preliminary survey showed excellent tuberculosis programs for Negroes in a number of cities: clinic and nursing service in Philadelphia, for example, prompt and adequate sanatorium treatment in Detroit, and studies in Pittsburgh to formulate a permanent program. An excellent program in tuberculosis control was found in Knoxville, Tennessee.

CAMPAIGN SYMBOL

THE February Ohio Health News (Ohio State Department of Health) leads off its column The Line O'Light with the observation that "Washington's natal anniversary, recurrent this month, is remindful that the Father of His Country died as the result of a common cold."

FROM the Quarterly Bulletin of the Frontier Nursing Service in Kentucky—"Baby delivered last week and the $5 fee was paid with three pounds of beef (local), two bushels of Irish potatoes specially picked out, one and one-half day's work on our furnace pipes and water system."

WITH 1933 the United Hospital Fund of New York has started a new information service by recording and publishing every month an exact statement of the facilities available to the public in ninety private hospitals in the city and the situation by boroughs. "This radical departure . . . is as important in the hospital field as current indices of car loadings and bank clearings are in business."

AMONG the activities of the Albany County (N. Y.) Mental Hygiene Society is a program on noise abatement, carried out in cooperation with the Albany County Medical Society and Albany Council of Social Agencies. "We look forward to the passing of constructive ordinances in the near future, controlling dangerous and noisy celebrations which threaten mental health."

DESPITE general good health and a low tuberculosis deathrate, Pennsylvania reports an increased number of reported cases of tuberculosis for the first eleven months of 1932. The increase is believed greater than can be attributed to improved reporting. "It is reasonable to expect a rise in the tuberculosis deathrate of the next few years," the bulletin of the State Health Department declares.

THE plan used for the past six years by the Presbyterian Hospital in Chicago whereby a patient can pay a stated sum for the cost of confinement in advance instalments "has been the means of keeping our obstetrical department reasonably full during the depression," Asa Bacon, superintendent of the hospital, reports in reply to a letter of inquiry. A rate of $50 covers all costs for ten days' care for patients unable to afford a private physician. Payments are entered in a "Baby book" which provides for records of baby's first weight, tooth, word, step, etc.

NEED has supplanted vanity, the New York City Health Department believes, for thousands of men and women who never before had recourse to hair dye but now are trying to preserve or regain youthful shades of black and brown. Hence a special drive on the supervision of beauty parlors and a warning that hair dye should not be used for the first time until a test for predisposition has been made by trying out a little of it on a sensitive patch of skin at least twenty-four hours before an attempt is made to apply it to hair. If the skin shows irritation, avoid the dye.

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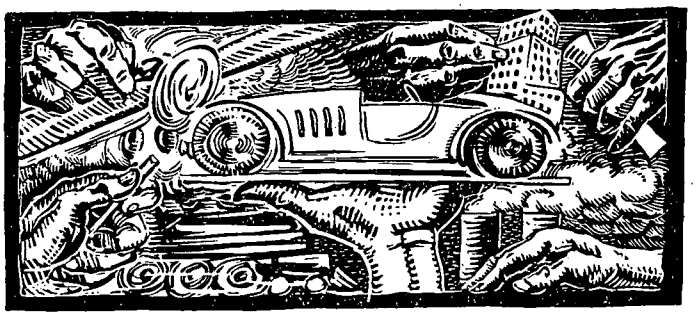

INDUSTRY

Industry Goes to the Farm

HOW small industrial projects in a rural area where agriculture is mainly a matter of "subsistence farming" provide a cash crop for the farmer and his family is told in Rural Industries in Knott County, Kentucky, by Wayne C. Nason, a preliminary report of a study made by several bureaus of the U. S. Department of Agriculture and various Kentucky agencies (Superintendent of Documents, Washington, D. C.). The report points out the need for a supplementary income to raise the standard of living in this and similar areas, and also the influences making for decentralization of factories, including modern power transmission, new types of machinery and improved transportation facilities. The study disclosed eight general rural industries contributing to the livelihood of farm families: saw-milling, grist-milling, coal-mining, blacksmithing, stone-quarrying, weaving, basketry and furniture-making. The last three, carried on in the homes, are commonly known as "fireside industries." At the time of the study, there were 138 local enterprises in the county, turning out 156 different products, with the raw materials for three fourths of them furnished by the operator's or a neighbor's farm. Of the products, 131 were marketed in the county. The total value of the output for the year (1930) was $191,280. The study indicates few possibilities for coal-mining and grist-milling, hope for developing saw-milling and quarrying given more roads and "better times" locally, opportunity to develop blacksmithing by equipping and training men to do auto and machine repair work. The fireside industries probably cannot compete with machine-made goods, but given better business standards and marketing facilities they could probably develop a satisfactory market of their own.

Minimum Wage

DRAFTED by a committee of which Josephine Goldmark was chairman and Benjamin V. Cohen, New York attorney, Felix Frankfurter, Harvard Law School, and Mary Dewson, National Consumers' League, the other members, a minimum-wage bill that includes many of the recommendations of the recent conference on labor standards has already been introduced in the state legislatures of Pennsylvania, New Hampshire and New York. In Pennsylvania and New York, the measure has the backing of the recently formed Labor Standards Committees in those states.

The bill provides that, on petition of fifty or more residents, the industrial commissioner shall investigate whether the wages paid women and minors in any given occupation are oppressive or unreasonable, as defined by the bill. The machinery provided for the investigation and for setting a minimum wage for the occupation if a need for it appears is a wage board, made up of three employers, three representatives of labor and three of the public. The wage order is to be "directory" for nine months, the commissioner having authority to publish the name of any employer who violates it. If, after the order has been in effect nine months, the commissioner finds that "the persistent non-observance of such order by one or more employers is a threat to the maintenance of fair minimum wage standards in any occupation" the commissioner may make the order mandatory. Discrimination by the employer against an employe for cooperation with the provisions of the act, failure of the employer to keep the wage records required under the act or to furnish them on request and violation of a mandatory order is made a misdemeanor, punishable by fine, imprisonment or both. Each week in which the order is violated or the records neglected, and each employe involved in the violation constitutes a separate offense. Copies of the bill may be obtained from Mary Dewson, chairman of the Labor Standards Committee, 156 Fifth Avenue, New York.

Replaced by Machines

SOME economists hold that the worker's fear of The Machine is unnecessary, that "in the long run" mechanization of industry does not displace workers. A good many facts in support of the worker's side of the argument are furnished by one of the few detailed studies available of what actually happens to individual wage-earners whose skill is made obsolete by technical change: The Effects on Women of Changing Conditions in the Cigar and Cigarette Industries, by Caroline Manning and Harriet A. Byrne (Bulletin of the Women's Bureau No. 100. Superintendent of Documents, Washington, D. C.). The study shows that the industries themselves are forging ahead. The value of the output increased by almost 70 percent between 1920 and 1930. In the same decade, wages paid decreased 23 percent.

The report points out that proportionately more men than women were displaced. "When given an opportunity to make cigars by machine men were less willing than women to accept less skilled and lower paid jobs." Interviews with 1150 women, formerly employed in the industry who had lost their jobs to machines, showed that many of them had been irregularly or totally unemployed, that those who did find jobs reported reduced earnings, and that the older women had been particularly hard hit. Of the workers dismissed because of mechanization of the cigar factories, only a fourth had worked less than five years in the trade.

Safeguards for Children

BETTER protection for child workers against industrial accident and disease is urged in the report of an advisory committee of experts, appointed last year by the Children's Bureau on

New and Useful

ESSENTIALS OF A PROGRAM OF UNEMPLOYMENT RESERVES. *National Industrial Conference Board, Inc. 247 Park Avenue, New York.*

Not a "model" plan but an outline of basic principles of a "sound and practicable program of unemployment reserves," to be carried out by individual employers.

OPERATION OF UNEMPLOYMENT BENEFIT PLANS AND INSURANCE SYSTEMS, 1931 and 1932, Supplement to Bureau of Labor Statistics Bulletin No. 544. *Superintendent of Documents, Washington. Price, 10 cents.*

What has happened to benefit plans in this country and to foreign insurance schemes under the pressure of hard times.

OUR CHANGING OCCUPATIONS, a Statistical Survey, comparing the United States, Pennsylvania and Pittsburgh, *by John D. Beatty and Herbert L. Grau. Pittsburgh Personnel Association. Price, 50 cents.*

A study of the change in number of employes in manufacturing and mechanical industries, transportation and communication, trade, public service, professional service and domestic and personal service, based on the last three Census reports.

THE DECLINE OF NORTHWESTERN FLOUR MILLING, *by Victor G. Pickett and Roland S. Vaile. University of Minnesota Press, Minneapolis. Price, 75 cents.*

Illustrating a considerable shift in a major industry, this study was undertaken to determine: the extent of the shift, the causes, the consequences, social and personal.

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the recommendation of the White House Conference to study the employment of minors in hazardous occupations. The report, just made public through the bureau, specifically recommends that minors under eighteen years of age be excluded from twenty-eight general occupations involving mechanical hazards, from thirty-four occupations where specified machines are used, and from a number of occupations involving exposure to certain injurious substances. In general, the committee endorses the recommendations of the conference that state labor boards be empowered to determine what are dangerous and injurious occupations and prohibit the employment of children in them; that minors be given full protection through adequate child-labor law administration based on the establishment of adequate inspection forces; and that employers be required to pay double compensation to children injured while illegally employed. The committee emphasizes the need for proper safeguarding of machines and apparatus used in educational, charitable and correctional institutions, public and private. Research is continuing along several lines, including hazards involved in messenger service and in the operation of power-driven farm equipment.

Girls Look at Their Jobs

WHEN the Vineyard Shore School for Women Workers in Industry, West-Park-on-Hudson, N. Y., announced last month that it had funds enough in sight to open for a short term, thirty unemployed factory girls declared a four months' moratorium on job-hunting. The school, started four years ago to provide continuation courses for eager "alumnae" of the workers' summer schools, gives no vocational work (see The Survey, February 15, 1930, page 589). Its program is devoted to study and discussion of current economic issues which have direct bearing on the students' own experiences in industry. Twenty of the girls now at Vineyard Shore are having their living expenses covered by $10-a-week grants from Mrs. Belmont's committee on emergency unemployment relief. Full scholarship, covering tuition as well as living, costs $100 a month. Last spring, on their own initiative, the girls started a handcraft workshop as an experiment in making the school partially self-supporting. This the new group is carrying on. Half this year's student body is made up of alumnae of workers' summer schools. The group includes milliners, dressmakers, furriers, candy packers, waitresses, telephone operators, textile operators, lampshade and novelty workers, tobacco workers and a silk textile weaver. Their study is aimed to train them as intelligent leaders in the movement for better labor legislation and improved standards in industry.

Eight States Confer

EIGHT states and the U. S. Department of Labor were represented at the second conference of eastern states on uniform labor laws recently held in Boston at the invitation of Governor Joseph B. Ely of Massachusetts. The conference conclusions covered an immediate program of stabilization and standardization; recommendation of a mandatory minimum wage law for women and minors; "effectively administered public employment services as an essential and orderly mechanism for the normal placement of labor and particularly for the reemployment of labor as the depression lifts;" plan for a conference of representatives of labor departments of this group of states to be held annually prior to the convening of the legislature. The legislative program suggested for immediate enactment included eight points: a working week of not more than forty-eight hours; a working day of not more than eight hours; a working week of not more than six days; limitation of night work; application of factory standards to industrial home work; exclusion of minors under sixteen from industry during school hours and under fourteen outside of school hours, with compulsory school attendance standards amended to meet these requirements; employment certificates for all minors under eighteen; increased compensation for minors injured while illegally employed. The conference voted to bring its recommendations before the governors and the legislatures of the states invited to participate in the conference. Delegates from Connecticut, Maryland, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island and Massachusetts took part in the conference. Delaware, Maine, Vermont, Ohio and West Virginia were not represented.

The Shorter Week at Geneva

A FORWARD step in bringing together the interests of employers and workers on the shorter work week controversy resulted from the tripartite preparatory conference of the International Labor Office recently held in Geneva (see The Survey, February 15, page 80). From a first clear opposition of views there emerged at the end of the conference the principle of an agreement. The workers have always taken the stand: "reduction of hours but no cut in wages." Employers have countered, "no reduction without a proportionate cut in hourly rates." Between these extremes, the conference succeeded in finding an objective desired by both sides, "the maintenance of the standard of life of the wage-earners," as they phrased it in the final resolution. In the discussion, it was brought out that the principle is economically sound in view of the well-known fact that in a period of depression prices move down faster than salaries and wages, so that those who have jobs and positions are really advancing their standards. Social justice is guarded for those lowest in the scale when it is insisted that wage rates shall move in harmony with maintaining, not lowering real wages. The resolutions of the shorter work week conference will go before the annual session of the conference in June, and may emerge as the consolidated program of employers and workers at the International Economic Conference in London in the fall.

The Y. W. Enlists

FROM individuals and groups of the 350,000 young women in business and industry who are members of the Young Women's Christian Association, the national organization has received vivid reports of the effect of hard times on women wage-earners. Thus in one eastern factory, the girls are charged five cents a week for drinking water. Two girls in a clothing factory were paid ninety-three cents each for their week's work. Their job is to put pockets in trousers, and for each two hundred pockets they are paid 23 cents. Girls in a chain of dry cleaning establishments report that they are paid as pressers five cents a dress, and daily earnings, when work is available, average fifty cents a day. Girls who report at another factory are told to "wait around" in case they are needed. One girl's pay for a week of this working and waiting amounted to $1.98. The average return is three to four cents an hour. The National Board of the Y.W.C.A. has pledged itself to assist in the campaign in forty-four states for a minimum wage and for restricted hours of labor for women.

THE standard bill, prepared by the American Association for Labor Legislation providing for one day of rest in seven has again been introduced in the New Jersey state legislature.

How illegally employed minors stand under workmen's compensation laws in this country is summarized in Publication No. 214 of the U. S. Children's Bureau, a report prepared by Ellen Nathalie Matthews (Superintendent Documents, Washington. Price, 15 cents). The report includes special sections on the Wisconsin and Indiana laws, and the recommendations of the White House Conference.

A LECTURE on child labor illustrated by forty lantern slides has been prepared by the National Child Labor Committee, 419 Fourth Avenue, New York. The material is suitable for church groups, women's clubs, highschool and college students. It will be loaned for a fee of two dollars and return postage. Anyone applying for the lecture and slides is asked to give the exact date of the meeting on which they are to be used, and the address to which they are to be sent.

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EDUCATION

For Jobless Country Youth

USING the insight gained in a year's intensive study of the needs of unemployed young people in rural areas, the Southern Women's Educational Alliance is this month launching a new program designed to help communities, parents and boys and girls meet this growing problem through organized study and recreation. The Alliance holds that, with some safeguards, the young people themselves are the best leaders for programs designed especially to serve three groups: those who have returned from the cities because of lack of employment; "city-minded rural young people who have left school and who would, in normal times, have gone to the city"; young people whose college or professional education has been interrupted by the depression. The Alliance hopes that developing leadership among the young people will avoid the risk of overtaxing rural school heads and other rural specialists "at a time when their burdens are already greatly increased."

The Alliance offers, as an emergency service, six forms of cooperation with special programs for unemployed rural young people: to serve as a clearing-house of information regarding experiments along this line which are already under way or in prospect; to coordinate information regarding non-financial aids to counties or rural communities developing such programs; a mimeographed bulletin of information and suggestion; continuing study and evaluation of experiments in the field; counsel and criticism of plans under way or contemplated; correspondence courses for volunteer leaders of rural programs. "As regards finances, the Alliance will, as nearly as possible, divert its modest budget to this emergency undertaking." A detailed statement of the plan will be supplied by the office of the Alliance, Grace-American Building, Richmond, Virginia.

Community Service

COLLEGES are serving as "Good Samaritans" in their respective communities these days, according to the report on an inquiry recently made by the U. S. Office of Education, which sent a questionnaire on special service being rendered to more than fifteen hundred colleges and universities. More than a third of the colleges replying reported special courses for the unemployed, both alumni and others. Thus the Montana School of Mines, the College of Puget Sound and the University of Washington have given special training in prospecting for unemployed miners and others. The University of Washington gives special training for leadership in community drama, group dancing, public discussion and so on. Boston University offers special courses for the "white-collar" group. Many colleges are cutting tuition or accepting tuition payments in corn, hogs, poultry, sheep, and so on; others report extra funds available for student loans, and for scholarships and fellowships. Some colleges have been operating their own work-relief projects. Thus Baylor College for Women, Belton, Texas, is providing more than $30,000 worth of student work. Western Illinois State Teachers College allotted $800 to an unemployment committee of the faculty to employ needy students at thirty cents an hour. Massachusetts Institute of Technology has been providing jobs at $15 a week to its graduates. In a few instances, notably at the College of the Ozarks, Intermountain Union College and Houghton College, construction programs have been advanced to provide student jobs and take advantage of low building rates. In many communities colleges have been responsible for free musical programs, debates, group singing, lectures and discussion groups, clubs, recreation centers and similar projects designed to make creative use of the involuntary leisure of the unemployed.

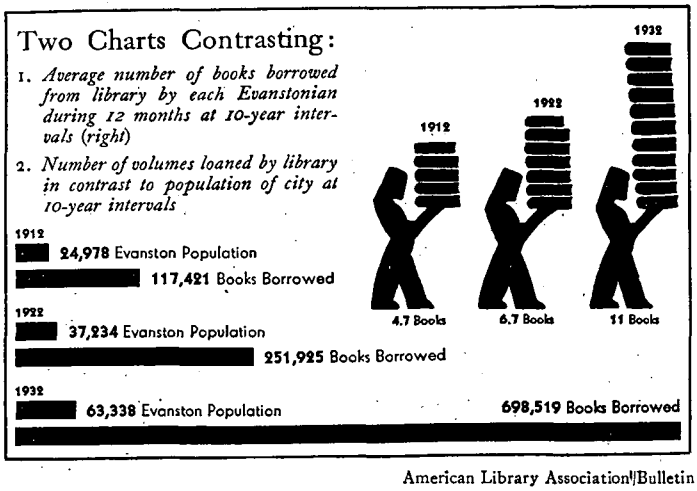
Tulare Goes to School

INSTEAD of slowly dying out, as many pessimists predicted, interest in the Tulare, California, Adult Week-End School has increased year by year, and the sixth annual session, held for four weekends in January and two in February, was better attended than ever before (see The Survey, June 1, 1930, page 231). Each session, held on a Saturday evening from 5:45 till 10 o'clock, included an address on a subject of general interest, a community supper, an entertainment period of music or dramatics, and a lecture-discussion period for special-interest groups: national problems, early California history, travel and literature, parental education. The last half-hour was a "social hour" which often continued the discussion of the special-interest groups well past the official closing time. The weekend school is a cooperative undertaking, held at the union highschool and sponsored by a number of civic and educational groups.

The Busy Libraries

STATISTICS were made to come alive at the trustees section of the midwinter meeting of the American Library Association, when Ralph D. Shanesy of the board of directors of the Evanston, Illinois, public library illustrated his paper with picturegraphs similar to those devised by Otto Neurath of Vienna. Holding that "the average man is not interested in figures," Mr. Shanesy proceeded to make his figures interesting, and with his lively charts told an impressive story of what one community is asking of its library during the depression.

In many communities, according to the last news-letter of the A. L. A., the libraries are trying to meet the mounting call for service on a reduced budget. Oakland, California, is one of the present bright spots in the American library world. There the city council has increased the library's appropriation for the coming year $8000 over the 1931–32 budget, making a total appropriation of $258,000. The increase was granted in spite of a cut of more than $15,000,000 in the assessed valuation of the city and a reduction of four cents in the tax-rate. Last year there was an increase of 13 percent in the number of Oakland borrowers as compared with the previous year, raising the per capita circulation to 6.79 books. "Hard times" are largely responsible for the



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increase in reading, according to John B. Kaiser, the Oakland librarian.

Student Victory

WRITING an important chapter in legal guarantees of freedom of conscience in this country and in the fight against compulsory military training in schools and colleges, Judge Joseph N. Ulman of the Superior Court of Baltimore held that the University of Maryland should reinstate and exempt from drill a Methodist freshman suspended for refusal of military training on conscientious grounds. Ennis H. Coale, son of a Maryland farmer, a member of a rural Methodist church, had been denied exemption first by the college authorities and then by the Board of Regents and was suspended until he would attend R. O. T. C. drill (see The Survey, December 15, 1932, page 693). Supported by his family and his pastor, young Coale appealed to the courts. In a four-day hearing, the University attempted to prove that the training was not military but "citizenship"; that Methodists were not entitled to the treatment granted members of the Society of Friends; that the boy had been guilty of "insubordination" in refusing to go to military classes; and that the compulsory feature of drill was a legitimate college requirement, imposing no undue restraint upon any student. On all points the court ruled against the college authorities. The University has announced that it will appeal the case.

A New Budget

HOW one college is budgeting its resources to meet the hard times is told in an announcement from Rollins College, Winter Park, Florida, giving details of its "unit-cost plan." This long-established institution is taking over the plan of basing college fees on actual costs on which the frankly experimental Bennington College began its work last fall. Rollins, by dividing the annual operating expenses by its normal enrolment (500) arrives at a "unit cost" for the next college year of $1350 per student. This covers board, room and tuition, and is $400 in advance of the present charge. The income of the present endowment—approximately $60,000 a year—is left free for loans or scholarships "for reducing tuition to those worthy and desirable students who can affirmatively prove that they cannot pay the full rates." Underlying the new plan is the belief that well-to-do students should pay for their college education, and "the endowment and gifts hitherto distributed equally throughout the student body should go to those who are unable to pay the full cost of their education."

Rollins College authorities view the new scheme as a logical third departure from established college practice. Seven years ago the college abandoned the lecture-recitation method of teaching for the conference plan, and three years ago, the "new curriculum" substituted "accomplishment" for "time-spent" as a basis for student rating (see The Survey, June 1, 1931, page 247).

Adults Educating Themselves

OUR Economic Future—Its Direction and Control will be the general theme of the first session of the Wellesley Summer Institute for Social Progress. The plan is for a coeducational two weeks' summer session to be held each year on the Wellesley College campus to consider some phase of the question: what are the fundamentals of a good social order and how can they be realized? About a hundred and thirty men and women from widely different vocational fields, will, it is hoped, come together to hear lectures by experts, take part in round tables and group discussion, and try to acquire social intelligence as "the only tool with which they can work to make over habits, customs and institutions to conform to the needs of a new day." The Institute is separate from Wellesley College and from the Alumnae Association, and will be governed and operated by a board made up of representative educators, men of affairs and Wellesley graduates. A national advisory committee is now being formed. There are no scholastic prerequisites nor age limits for the Institute. Those wishing to attend should write for further information to Dr. Alfred D. Sheffield, Wellesley Summer Institute, 31 Madison Street, Cambridge, Mass. Out of the list of qualified applicants, a central admissions committee will invite one hundred and thirty, "so chosen as to keep a balanced representation from all the occupational groups." The Institute program will include time for recreation and for independent study. A fee of twenty-five dollars a week will cover the cost of room, board and tuition.

WHILE a detailed program for the eighth annual meeting of the American Association for Adult Education is not yet available, a preliminary announcement states that the "panel" sessions, a method of group discussion first tried a year ago, will be continued. At least one session of the conference, which will be held in Amherst, Massachusetts, May 22–24, will be devoted to unemployment and adult education, with a report on the progress of the newly organized adjustment service for the unemployed of New York City. The first report on the work of the National Occupational Conference, the new clearing house of information in the field of occupational education and adjustment, will also be given.

THE Cooperating School Pamphlets, edited by four progressive school teachers (The John Day Company, 386 Fourth Avenue, New York) are offered with a double purpose: to meet the need of schools developing play programs based on the child's environment, and to stimulate additional groups of teachers to experiment with similar classroom materials. Three of the booklets (price 20 cents each) contain stories for children under seven: Streets, Boats and Bridges, Trains. A fourth (price 50 cents) describes the Art of Block Building. A set of pictures, packed separately, is available for each pamphlet. "The book in the hands of the teacher and the pictures in the hands of the children make a complete unit."

THE Child and His Community will be the central theme of the thirty-seventh annual convention of the National Congress of Parents and Teachers, to be held in Seattle, May 21–27.

HOLDING that "it is more important to sell our magazine and convince by its contents than to shout 'revolution' and have no one listen," Revolt, the monthly magazine of the Intercollegiate Student Council of the League for Industrial Democracy has become The Student Outlook. This lively paper, largely student-written, is dedicated to "the fight against war, capitalism, race prejudice, intellectual sham."

STORIES of children in the soft-coal area, written by Alice Paddleford and published by Pioneer Youth of America, 69 Bank Street, New York (price 10 cents), make vivid for more fortunate children of junior highschool age the grim facts and some of the social implications of a desperate industrial situation. The Paint Creek Flood, and Poked Out, the story of an eviction, are now ready, and two more will be available this month. It is to be hoped that this vigorous, first-hand material may be put in well-printed and illustrated pamphlets, instead of in its present mimeographed form.

DOG and Man, a report of the work being done by The Seeing Eye, Morristown, N. J., to educate dogs as guides for the blind and to educate blind adults to use them, is a stirring story of an experiment promising great usefulness to a large group of the handicapped. The work, based on methods developed and proved abroad, includes selection and education of suitable instructors, selection and education of suitable dogs, selection and education of those blind persons best suited physically and temperamentally to use dog guides.

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Unemployment and

Edited by
JOANNA C. COLCORD
and RUSSELL H. KURTZ

Late News of State Organizations

THE *Alabama* Relief Administration, Thad Holt, director, organized early in January, has adopted the policy of using the already established state departments for supervision of local relief activities, augmenting their staffs where necessary. Community organization for relief in the state is being directly supervised by the State Child Welfare Department. Up to January 19, relief organizations had been set up in over a third of the sixty-seven counties. There are no state funds available, locally raised funds being supplemented by Reconstruction Finance Corporation grants.

In *Arkansas*, according to newspaper accounts, the State Emergency Relief Commission, in cooperation with the agricultural extension service of the state, is launching an extensive program of subsistence farming, including community gardens and the settlement of families on the land. The goal aimed at is to supply foodstuffs for the 600,000 persons now estimated as dependent upon relief. Particulars can be learned from W. A. Rooksbery, chairman of the Commission, at the State Capitol, Little Rock.

The *California* State Unemployment Commission has just issued its voluminous report, one of the major recommendations of which is that the state establish a fund of $20,000,000 from which counties and municipalities could borrow for relief purposes during the next two years. The loans would bear interest and be repaid in equal annual installments over a ten-year period. A Temporary Relief Board with wide powers is recommended. California has received two R. F. C. relief loans; one of $281,372 to maintain camps for non-residents, the other of $1,974,083 for general relief. The State Department of Social Welfare, Mrs. Reba C. Splivalo, director, is administering the latter fund.

In *Mississippi*, the temporary relief director, Aubrey Williams, who was loaned by the American Public Welfare Association, has been replaced by George Power. Emphasis is being placed on the securing of competent trained workers as fast as possible to administer relief in local areas. Work-relief is preferred to home-relief; and the work opportunities include mosquito control, building rural school playgrounds, laying sewers, building dikes, razing old and dangerous buildings, and improving public buildings and their grounds.

In February, the State Legislature of *Missouri* was wrestling with the problem of overcoming the limitations which the state constitution puts upon its participation in relief financing, as a result of the December warning of the R. F. C. that such action is a prerequisite to further federal aid. It is estimated that $15,000,000 will be needed for relief in 1933 in the state as a whole, and the current effort on the part of the legislature is to find means of meeting one third of that need through state action. The state constitution forbids the appropriation of more than $250,000 for relief purposes. It is proposed to test the constitutionality of this provision; and meanwhile a bill has been introduced appropriating this amount, which has the support of the State Administration and both parties in the Legislature.

The State Highway Department is working on plans to divert a minimum of $1,000,000, and a maximum of $2,500,000 from its general road-building program which has been largely devoted to constructing paved highways, to the building of farm-to-market roads in the more rural counties on a work-relief basis. The plan is to hire the men for this work on recommendation of the local emergency relief committees, and to give them work in accordance with need. A committee of relief administrators, under the chairmanship of C. Whit Pfeiffer, secretary of the Kansas City Charities Fund, is working actively in support of these measures. It has also voted unqualified approval of the present methods of administering R. F. C. funds in the state.

The state director of unemployment relief, Walter Burr, is an appointee of the governor and operates on the latter's executive budget. He is assisted by an advisory committee of three and a small staff. It is his duty to pass upon requests for federal assistance as they come in from the various localities of the state. There have been fifty such localities aided since last September. In addition to St. Louis and Kansas City, the lead and zinc counties in the southern part of the state and the coal counties in the north have needed the most help.

The state relief administration is directing its efforts toward building up sound standards of relief-giving in the communities for which it is instrumental in securing federal funds. Local committees are being created in those communities where no well-organized relief agencies exist and proper methods of investigation and accounting are being taught and insisted upon.

In *Rhode Island*, the incoming Democratic Governor Green has declared a relief emergency to exist, in order to facilitate the passage of bills to appropriate $3,000,000 for direct grants to municipalities for relief. It is proposed to divert gasoline taxes and impose a 1 percent tax upon gross earnings of public service corporations to cover the appropriation. The former feature of the bill is being bitterly fought by the State Highway Department and the automobile associations.

A second administration bill would relieve the municipalities of the debts they incurred last year by borrowing from the $2,500,000 reserve fund set up by the state, provided they appropriate from tax funds an amount equal to their pro rata share of the proposed $3,000,000 appropriation. Administration would be in the hands of the State Unemployment Relief Commission, Henry T. Samson, director, the powers of which would be greatly extended in the new act over those it enjoyed last year, when it was occupied with granting only loans.

A NEW State Emergency Relief Administration was set up in *Washington* in January, following the passage of a bill sponsored by the administration and the new governor. The measure was based upon recommendations made by a committee of faculty members of the University of Washington, and follows closely the act establishing the New York relief administration. A separate appropriation bill is to be introduced giving the new body state funds for disbursement; in the meantime, it will take over at once the administration of relief funds secured through the R. F. C.

The Commission is composed of five unsalaried members appointed by the Governor. The chairman is Frank S. Baker, and one of the members is Frank P. Foisie, whose experience first with the Red Cross during the War, and later in adjusting waterfront employment conditions in Seattle should be peculiarly valuable to the Committee. Charles F. Ernst, who, as director of the Local District Relief Association in Seattle, acted as liaison officer between the Mayor's Commission and the Unemployed Citizens' League, has been appointed director of the new state relief administration.

County welfare boards are set up as part of the emergency system, to consist of five to seven persons, two of whom are to be local governmental officials and the remainder appointees of the state commission. Each county board is empowered to employ a welfare commissioner who, in turn, may select the personnel for such staff as is necessary. The act also authorizes counties and cities to raise local relief funds by the issuance of five year notes or bonds as they may be financially able to do so.

This legislation is effective to May 1, 1935 which the law designates as the "emergency period."

A state Unemployment Relief Administration, Major Francis Turner, director, working through the Department of Public Welfare of *West Virginia*, has directed the relief program of that

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Community Action

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York.

state since September 1932. Local welfare committees have been established in each county or city receiving funds, from the administration. In the last four months of 1932, the administration handled $2,170,174 of R. F. C. funds, and in January it received another grant of $2,577,387 for the first two months of 1933.

As reported elsewhere, the emphasis in this state has been placed upon work-relief compensated partly in kind and partly in cash. The average relief allotment, whether direct or work-relief, is $15 per month for the rural areas and $18 for the cities. This has been supplemented in some instances by such local resources as were available. About 90,000 families were receiving aid through the Unemployment Relief Administration in January. It is estimated that half a million persons are destitute and dependent upon federal funds in this state.

Wisconsin financed its state relief program during 1932 from emergency taxes on incomes and on chain stores. Approximately $5,427,000 was appropriated from these sources, while local units contributed $10,111,000. In addition, R. F. C. grants were received, amounting to $4,962,000 for 1932, and $3,342,500 for January–February, 1933. Total expenditures were thus about $20,500,000.

The State Industrial Commission has been the administering agency. Outright grants were first made to political subdivisions based on population (one dollar per inhabitant) and subsequent grants made in proportion to 1931 relief expenditures. A discretionary fund of $250,000 was applied to especially needy counties.

Work-relief projects were approved for reimbursement only when workers had been drawn from the poor-relief lists. In setting up standards for relief administration, the Commission adopted two important principles:

> The taxpayer has a right to know that his money is being expended efficiently and that the use of his money is not tending to create a permanent class of paupers. The person who, through no fault of his own, is now unemployed and must ask for public assistance has a right to be treated as a self-respecting citizen. The kind of relief given him and the way it is given must be such as will maintain his health and his morale.
>
> For these reasons the Commission has insisted that qualified persons with social-work training be put in charge of relief agencies. The cost of adequate and trained personnel in every relief agency is small when the amount of funds at their disposal is considered. On the average, less than 8 percent of the amount of money spent for relief goes for administration.

The report of the Industrial Commission issued in February estimates that $25,800,000 will be needed for relief in 1933, of which only one third can be expected from local tax funds. All bills authorizing relief appropriations for 1933 however are being withheld in the legislature, until it is learned what action will be taken by the new federal administration.

A new bill now before the Legislature makes the state responsible for the total relief expended on behalf of all persons who do not have a settlement in any county of Wisconsin, and confers authority on the state board to set up rules and regulations for the care of such persons or their return to their homes, if a legal settlement can be discovered.

State Policies on Work Relief

IN *Mississippi*, the state commission has coined the phrase "work to compensate for relief" as descriptive of the policy of having relief recipients work out the relief which they have received as direct aid. Seventy-five percent of the relief given since the commission started using federal funds in October has been so compensated for by work on a variety of public and civic projects.

South Carolina's State Relief Council has ruled that 75 percent of the funds allotted to each county must be used for work-relief.

In *South Dakota*, practically every county is receiving some assistance from federal funds. Able-bodied applicants are cared for largely by work-relief assignments to road construction or dam-building jobs.

Tennessee is using its grants from the Reconstruction Finance Corporation to employ men on the state and county highways. Up to January 15, $843,536 was appropriated for such work in fifty-five of the ninety-five counties of the state and it is reported that 42,000 men were being employed with these funds. Since that date an additional $865,478 has been appropriated and work-relief in five more counties is to be included in the state program.

In *Virginia*, the State Highway Department has converted its entire program into one for work-relief. In addition to providing funds for material and supervision for the program of work-relief carried out with R. F. C. funds, the Highway Department is itself providing work-relief in a large number of cases.

Work-relief has been the rule in *West Virginia* where the state relief administration has established a policy of paying 80 percent of the work-relief wage in kind and 20 percent in cash. Work-relief accounts for 86 percent of the total relief expenditures this winter.

Social Work for Engineers

AN experiment conducted during the summer months by the Family Society of *Philadelphia* in conjunction with the Technical Service Committee of the Engineers Club resulted in the Club's employing its own case worker. In undertaking to give financial assistance to unemployed engineers, the Engineers Club felt that it could distribute this help with more fairness by having a trained case worker rather than a club member interview the applicants for assistance. During July, August and September, a case worker from the Family Society gave a day a week to this interviewing. In the beginning an average of 200 men were interviewed each day, but later the number decreased so that a half-day a week was sufficient for appointments. The three months' experiment so convinced the Technical Service Committee of the value of a trained person for this aspect of its work, that in October it decided to employ a case worker of its own. A similar successful demonstration was made by the same society with the Benevolence Committee of the County Medical Society, which gives help to doctors, or their widows and children, who are in financial difficulties.

Changes in Illinois

CHICAGO'S plan of using the large private relief organizations as secondary agencies of the State Relief Commission in the distribution of public-relief funds was materially modified on February 1 when, in conformity with the principle of public expenditure of public funds, the United Charities, Jewish Charities and Salvation Army reverted to their former status as administrators of privately raised funds only and ceased participating in county, state and federal relief allocations.

Since the Emergency Welfare Fund has failed to achieve its $7,500,000 goal by about a third, the three agencies referred to are confining their activities to a selective case load in which problems other than unemployment predominate. Charged with the increased unemployment relief responsibility is the Cook County Bureau of Public Welfare, which is now the only agency disbursing public funds except the Catholic Charities, which continues to operate under the old arrangement.

The Fourth Interim Report of the Illinois Emergency Relief Commission, issued in January, shows relief allocations to *Cook County* for the period February 6 to December 31, 1932, to have been $38,711,343. Shelter relief (care of the homeless) required $1,212,908 of this amount, the rest going to family relief. The downstate counties of *Illinois* received allocations totaling $4,913,540 for the same period.

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The Commission estimates that $92,000,000 will be required for relief purposes in Illinois in 1933. Of this amount the R. F. C. has made available $13,255,250, bringing the total grants received by this state to $38,493,478 or within $6,500,000 of the maximum which any state can receive. The legislature is being urged to enact a 2 percent sales tax law to prevent collapse of the program in the spring.

Use of Involuntary Leisure

THE Division of Recreation of *Toledo* opened in December a recreation center, in an abandoned building loaned by the University of Toledo. Repairs were made by men on work-relief with contributed materials. The program being conducted at present is one attractive to young and old alike. A few of the many activities include: for children, games, handcraft, woodcraft and model airplane buildings; for adults, gymnasium classes for men and women, games such as cards, puzzles, billiards, training classes in citizenship, lectures, social activities, group singing, study groups and educational classes. The Toledo Public Library has installed a branch library in the building conducted in connection with a supervised reading room. The added personnel necessary has been loaned or has volunteered. Attendance runs about 1400 persons a week. Experience to date shows that the center is more extensively used by adults than by the younger age groups.

Plans in Two Missouri Cities

THE relief bill for *St. Louis* and St. Louis County amounted to $3,766,000 in 1932. With over 35,000 families and homeless individuals receiving relief in January 1933, it was estimated that over a million dollars would be needed for the first two months of the year. The estimate of relief needs for the whole year 1933 has been set at $8,335,000.

Over half of this amount may be derived from the sale of bonds voted by the people last November. These bonds rest upon real estate, but are to be retired by tolls placed upon the use of the city's Free Bridge across the Mississippi River. One and one half million of this bond issue is earmarked for work-relief on city projects, to start in the spring. There has been no large-scale work-relief in St. Louis since the termination of the project carried on in the winter of 1930–31.

A little less than a third of the total needed in 1933 ($2,571,000) will be provided by the United Relief Campaign Incorporated which raised this amount in December in a drive for $3,850,000. Eighty-two direct and indirect relief agencies from the Community Fund, Jewish Federation and Catholic Charities participated in this campaign which took the place of the usual separate fall campaigns of these federations. The group-work agencies were to be provided for through subsequent solicitations.

The remainder of the amount needed ($1,164,000) is to be sought from local, state and federal tax funds. The R. F. C. granted $896,554 of this amount in January for the two months January and February.

The St. Louis Plan of coordinating the work of the existing private relief agencies under the direction of a Citizens Committee on Relief and Employment and financing their expenditures for unemployment relief from both private and public funds has continued unmodified in its major aspects since the fall of 1930. There is no public relief department in this city. In 1932 the city appropriated $800,000 to the Citizens Committee on Relief and Employment, the R. F. C. loaned $628,930 and the balance was raised by private solicitation.

Kansas City, like St. Louis, has no public relief department and leaves to its private agencies the task of administering unemployment relief. But unlike St. Louis, there has been no assistance from local taxes to lighten this burden. All the relief granted in Kansas City has been raised privately under the direction of the Kansas City Charities Fund (the local Chest) except for such help as has been secured from the R. F. C.

The expenditures of the family and homeless agencies in 1932 amounted to $1,236,204 of which one agency, the Provident Association, spent $943,834. In December its relief case load was 7714. Five agencies for the care of the homeless assisted 5614 individuals in that month. Kansas City is a center for migratory labor and has developed a comprehensive program for dealing with this problem.

This community has not put on any campaigns for emergency funds apart from the regular annual solicitation, nor has it set up any special coordinating machinery. The staff of the main agency, the Provident Association, has been expanded as the load has increased, and case loads are kept in the neighborhood of one hundred per worker. Last fall the Association embarked upon the puchase of foodstuffs in quantity and the operation of a warehouse and food depots for the distribution of these staples. Retail groceries are still used for the purchase of greenstuffs and certain perishables. There has been an avoidance of rationing by fixed assortments, each food order being made out to fit the individual need of the recipient.

Kansas City is spending about $3,000,000 per year on a ten-year bond-financed public improvement program voted in 1931. This, however, cannot be called a work-relief program since there is no investigation of need of the applicants and no cooperation with the social agencies. The R. F. C. granted $332,890 to Kansas City for the last four months of 1932, of which $269,868 was utilized. It also allowed $160,000 for January and February 1933.

Detroit Resuming "Wage-Relief"

THE *Detroit* Department of Public Welfare, with 39,000 families under care of whom 24,000 are considered particularly eligible for work, is resuming with Reconstruction Finance Corporation funds the wage relief program abandoned a year ago when funds ran low. The new line-up contains the following features:

All work to be performed on municipal projects.
The rate of pay to be thirty cents per hour.
The work assignment to be for that number of hours which will provide the equivalent of the minimum food budget of the family.
Other needs to be met by direct relief.
Wages to be paid by check, on the job.
Assignments once made to be continuous except as the Department's visitors make new plans with the families as their circumstances change from time to time.
Clerical and professional occupations to be included among the wage-work projects.

The usual investigational and service routine is maintained, and it is the hope of the Department and of the city officials that the program will develop along constructive lines, both as to material achievement and as to maintenance of the self-respect of those engaged upon it.

Work-Relief for Profit-Makers

THE first plan for work-relief in *Chicago* contemplated the use of relief labor on projects of public-utility concerns, but this plan was never developed on account of the obvious dangers involved. So far as known, *Hartford* is the only city which has experimented with this scheme. A citizens' committee has for the past year or more been carrying on an effective and varied work-relief program, with funds raised by popular subscription in conjunction with the Chest campaign. A public-utility company offered this committee a gift of $30,000, on the understanding that it be spent to pay the wages of men selected and supervised by the committee, to work on the company's property. Guarantees were given that the work proposed would not be undertaken otherwise, and that no regularly employed workmen would suffer loss; also that all materials would be provided.

While these safeguards are important, the question to be weighed by any work-relief bureau which receives a similar offer still remains: Will the profit-making concern be able to secure the performance of valuable work at a lower wage-cost than by doing

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the work itself? In this case, the plan would constitute an undermining of local employment standards, even though no employes were actually laid off.

New Proposals Regarding Rent

THE Board of Finance appointed by the State of *Massachusetts* to take over the fiscal affairs of the bankrupt city of *Fall River*, has proposed to the landlords of the city a novel plan of meeting the carrying costs of tenement property occupied by the city's relief recipients. It is based on a careful study of the charges for taxes, insurance and municipal water-rate on 1600 tenement homes, an average rate per room per week being arrived at. The city authorities have offered to issue tickets for this amount and to give each family, with its weekly food allowance, a number of tickets corresponding to the number of rooms occupied. These are to be handed to the landlord in partial satisfaction of rent bills. At the end of the year, he is to present the accumulated tickets to the city treasurer, who will apply them to his charges for tax and water-rate. Any balance remaining over will be handed him in cash, to apply to his insurance costs.

In making the offer, the city pointed out that factories in Fall River are doing well if they meet operating costs without earning interest on capital investment; and that owners of house property under these conditions must expect to forego profit as well. It is an advantage to owners of houses to have them occupied by tenants who will act as caretakers, and the proposed plan offers an equitable scheme of further relieving the landlord of being actually out of pocket by renting to families on relief.

Schools for Jobless

THIRTY-FIVE states are inviting unemployed to come to school. Out in Montana and Nevada they are learning how to use the gold-pan. Indiana has been teaching welding, to meet one employer's special need. Pennsylvania is teaching twenty subjects, ranging from truck-driving to garment-making. Many states offer classes to those who want to return to the farm; many others teach special trades, particularly the metal trades.

J. C. Wright, director, Federal Board for Vocational Education, sent a circular letter of inquiry to the state directors asking what they are doing in emergency programs. He was astonished to discover that only thirteen states have made no start as yet.

The most elaborate program, probably, is New York City's with 10,000 enrolment at one hundred centers under 255 teachers—the teachers themselves desperately in need of work. They are paid $15 a week for twenty-two hours of work. Courses cover a wide range from art, fine and applied, to agriculture for hundreds who declare they are going to desert the town; from commercial classes through home-making to immigrant education. (From The Business Week, February 8, 1933.)

Relief in Rural Counties

THE commissioner of public welfare in *North Carolina*, writing to county directors of public welfare, says:

Having able-bodied men work for what they get will do more to prevent pauperism in the state than anything else, and this is the salvation of the relief program. There is grave danger, however, of placing too great emphasis on the work projects and overlooking the fact that this is essentially a relief measure.

The work projects should go forward, but conditioned upon two things: available funds and the number of needy unemployed in the county that can be put to work on these projects. Any other procedure is contrary to the general policy of the relief program.

And there is the transient family or individual, citizens of the United States, but many of them unable to establish legal settlement in any one state, and therefore subject to the "passing on" policy.

An individual study may reveal that there are transients who should not be returned to their own homes, but should be absorbed in the life of the community, logical residence being made the determining factor. There are others who should be returned and provided for in their home communities.

Federal funds should be available to all needy citizens of the United States regardless of whether legal settlement can be established in any one state.

The problem must be met in the first instance by the local community where the transients are found, the local community functioning, however, in relation to state and national planning. Local provision should include adequate temporary care and case-work service; continuous care on a selective and voluntary basis.

The following brief picture comes from a relief director in a *Texas* town of less than three thousand inhabitants.

We receive $2500 per month from the R. F. C., and have $1000 which we received in December, which has not been expended. We will disburse this over the entire county where needed. I will make a tour with the chairman this week and visit all schools and meet with their committees, and ascertain their needs. The county department of education is sponsoring a contest of the different schools in beautification of the premises. I will observe the present condition of the buildings and grounds and make pictures of same for comparison when judging. In the short time I have will read the rules of the contest and show them the general layout of the project. The work for this project will be executed by those who receive aid of our committee. The writer will later award the prizes to the school receiving the most points. . . . We are carrying out a work program in municipal improvement. Among other things, we will build one park, making a total of four. . . . We will also regravel some worn-out streets. In that manner we can aid the teamsters and truckmen who are unemployed.

During the past year, while regional advisor for sixteen counties, I was successful in securing the cooperation of the highway department, in allowing the maintenance department to place the gravel base for an asphalt highway in two counties. The department employed farmers with wagons and teams to haul the material and spread it on the highway. Everyone who wished to work with teams, registered with the county judge. About forty-five teams were drawn each time and the crews were changed on the first and fifteenth of the month. In this manner all the farmers in the counties received at least two weeks' work. . . . The project in each county furnished work for 100 men for five months. The cost to the department was very little if any more, than by contract. I am in correspondence with the chairman of the highway commission now, in an effort to get the "topping" of the above highways carried out by our local labor which will ease the burdens of the R. F. C. committee. We have tried community gardening during the past two years and have found it very beneficial to the unemployed. We paid them for their work in planting and cultivating and furnished them vegetables in season. The surplus was canned for winter use.

Fresh Difficulties in Pennsylvania

THE Governor of *Pennsylvania* in his opening message to the Legislature called upon it to appropriate $20,000,000 for relief. This proposal met with opposition from members of the Legislature headed by Speaker Talbot, who introduced the two state relief bills which passed in 1931 and 1932; but who now takes the position, according to newspaper accounts, that "local communities ought to assume the responsibility of providing for those in distress." It will be recalled that the prolonged resistance of the Pennsylvania Legislature to making state funds available was the cause of the reluctance of the R. F. C. to making Federal loans to this state for relief purposes during the summer and early fall of 1932. Later accounts, however, state that a bill appropriating $25,000,000 for the ensuing biennium was introduced on February 8 with the support of both political parties.

On January 12, following a conference between the Governor and John H. Leavell, originator of the "Leavell Plan" of Tulsa, Oklahoma, for feeding the unemployed on six cents a day, the Pennsylvania State Relief Commission issued orders to all county relief boards to establish commissaries for the unemployed. There was instant opposition to the program, particularly from the relief committees in Philadelphia and Pittsburgh, as well as from labor organizations in the state.

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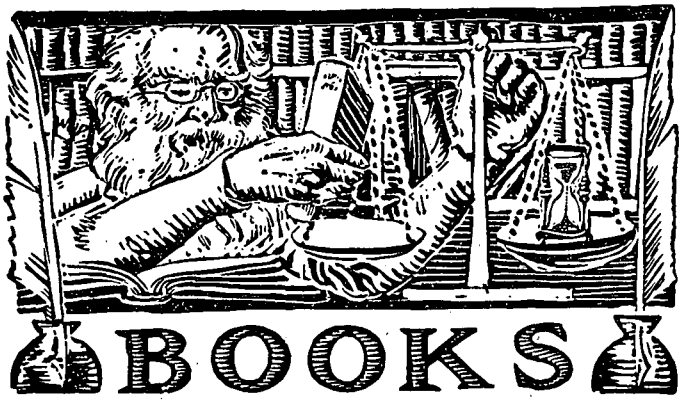

Business Ethics

ETHICS AND MODERN BUSINESS, *by Henry S. Dennison. Houghton Mifflin. 68 pp. Price $1 postpaid of The Survey.*

THIS is a little book, of which the first eight pages deal with ethical theory, the next twelve with codes of business behavior, and the last forty-seven with an analysis of some of the important problems arising in the relationships of a business organization: (a) to its stockholders, (b) to its employes, (c) to its consumers, (d) to its competitors. These last forty-seven pages are in the reviewer's opinion the most important part of the book. But earlier there is an interesting passage on pure ethical theory in which the author says, "The first and great commandment should be, 'Don't fool yourself,' or, rather, . . . 'Unfool yourself systematically, persistently, mercilessly.'" On the positive side he says, "It is the good of the race which we have chosen as our basis of ethics."

"Business," says Mr. Dennison, "was born in the ethical slums and of lowly parents." "From the earliest to comparatively modern times the people through whose hands international trade has passed have been partly merchants and partly robbers." Business codes represent an attempt to make business more ethical without any very strenuous exertions.

Among the ethical problems of a business organization in relation to its stockholders, Mr. Dennison condemns the ancient practices of "selling to oneself," giving jobs to friends and relatives of influential stockholders, and using inside or advance information for one's own pecuniary benefit.

In the relations of employer and employe, the writer deals with the latter's dominant desire for social *status*, and with the resulting necessity of preserving the worker's self-respect, with the problem of the restriction of output which, he says, is dependent on a fear of periodic unemployment. Thus he leads up to the importance of unemployment insurance.

About the relation of a corporation to its consumers and especially to dealers and suppliers, Mr. Dennison notes that "There is no denying the power of the large buyer over the smaller manufacturer, or of the strong manufacturer over the small dealer, powers which, in many instances, are powers of life and death." The abuses of "reciprocal buying" are also well dealt with.

The book ends with twenty pages on the ethics of competition, which the author sees to include both the valuable element of rivalry and the danger of arousing personal hatred and of cultivating fear. The essentials of fair competition, he says, are (a) a clear set of rules for the contest, adopted (b) for an understood purpose and in an understandable spirit, (c) enforceable by a referee, (d) so used that "we play against the skill of opponents rather than against the person of opponents"; (e) men who play for the successful exercise of skill rather than for the reward which may come to them.

Mr. Dennison admits that "no one who knows the business of today can pretend that it has anything remotely resembling a corporate unity of purpose" or that "the stimulus to serve mankind seriously modifies the struggle for gain in more than one-tenth of one percent of the cases." Yet he believes that we are making progress towards fair competition as summarized above. He hopes that a change in education may *cultivate the strength of the desire to do over the desire to have.* He believes that the professional spirit as we know it in lawyers, doctors, and teachers will come to control business ethics. This tradition "employs expert intelligence, publishes freely the results of research and experience, lives up to an unwritten code and is actuated by the motive of service to mankind." RICHARD C. CABOT, M.D.
Cambridge, Mass.

Child Care Up to Date

CHILD CARE TODAY, *by Bela Schick, M.D., and William Rosenson, M.D. Greenberg. 320 pp. Price $2.50 postpaid of The Survey.*

THIS book, written by accepted authorities, merits attention by virtue of its authorship and because of its excellent arrangement of subject matter. It offers, within one cover, a fairly comprehensive outline of the best known methods for the physical care of the baby and young child with many constructive suggestions regarding behavior problems. It may therefore seem like carping criticism to mention a few of the debatable statements. The authors, in several places, recommend weak tea as a supplementary or substitute diet in instances of lack of sufficient breast milk or in cases of vomiting. The danger of tea as an article in the diet of a baby may be overestimated but it is difficult to understand its value or the desirability of its use. In the directions for sun baths, it is advised that the baby of four weeks of age should have his face exposed to the direct sunlight. I feel sure that the omission of words of caution regarding the effect of such exposure on the baby's eyes must be an oversight.

The authors' predilection for the "Nem" as a standard of food values is understandable as is their selection of Von Pirquet's "Pelidisi" as the best method for determining the status of a child's nutrition. I have a personal preference for the "Nem" in place of the "Calorie" and should be glad to have it introduced more widely among our dieticians and our mothers. But the value of the "Pelidisi" when applied to children in this country has been questioned by American authorities.

There is much to commend, specifically, in this book. The insistence on separate cubicles for babies in obstetric nurseries, particularly for the newborn, the introduction in these troubled times of a note of warning to parents about the vital need of the child's sense of security in his home life, and the frank mention of commercial articles and foods of approved value for children, are all refreshing signs of the best of modern tendencies. Notwithstanding its many predecessors and contemporaries, this book is a welcome addition to our literature on the care of babies and children. S. JOSEPHINE BAKER, M.D., DR.P.H.
New York City

The Men Behind the Statistics

HUMAN ASPECTS OF UNEMPLOYMENT AND RELIEF, *by James M. Williams. University of North Carolina Press. 235 pp. Price $1 postpaid of The Survey.*

THE "apathy" of the idle reported by relief workers in all parts of the country,—an indifference of despair, fostered by weakness and malnutrition and rendered permanent by hopelessness—is remarked especially by Mr. Williams in his close study of the "human aspects" of the depression, based on exhaustive study in cooperation with innumerable private and public relief and welfare agencies, and on his own long experience as a relief worker. Mr. Williams calls it "acquiescence," and he regards it rightly as one of the most dangerous and painful symptoms of the illness which affects our body politic. Instead of rebellion, the mass of the unemployed are exhibiting a wholesale pauperization, far worse for them as human-beings, and in the end far worse for the nation of which they are part.

Mr. Williams's book is not merely a study and a presentation, it is also a warning and an accusation. Though it is based primarily on conditions in cities of New York State, it contains numerous examples from other states and except for a few passages in the second part, it is applicable to the work of relief and welfare agents everywhere in the United States. The recommendations it makes have not been fully carried out anywhere, and in many places hardly at all.

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It is Part I of the book which carries out the promise of the title. Basing his premise on Plato's remark in The Republic: "Any city, however small, is in fact divided into two, one the city of the poor, the other of the rich," the author draws the curtain away from the city of the poor and displays to the dwellers in the city of the rich what unemployment really means. To the man who has had to buy a cheaper car, to let one of the servants go, to wear his overcoat an extra year, and who says complacently, "The depression is a good thing; we were going too fast," he shows (to quote chapter headings), Homes Destroyed, Health Impaired, Nerves Shaken, Morale Tottering; and he points his moral by case history after case history, by facts and figures.

In Part II he turns to what is being done to relieve the situation. He compares the benefits of public and private relief, impartially; he considers the work of churches and religious associations and of the public schools. He has severe things to say of penny-pinching economy, of so-called relief that insists on actual destitution instead of acting to prevent it. He urges cogently the leaving of relief entirely in the hands of trained social workers instead of the haphazard and demoralizing turning of it over to petty politicians and "pork-choppers" or to inexperienced sentimentalists. Finally he makes a series of definite recommendations on "what should be done:"

> There should be a federal system of employment bureaus or labor exchanges through which workmen could be moved from cities where a surplus exists to cities where labor is needed. The states should establish systems of unemployment insurance. But above all work must be provided. Unemployment insurance should provide work-relief and direct relief only where work-relief cannot be provided. There is needed a nation-wide program of public works. . . . Long term planning is a matter not only for the federal government but for states and cities. . . . Whatever other human rights there may be, every adult has a right to a childhood in which the foundations of physical and mental health and social-mindedness have been surely laid.

Now that this book has been written, it becomes indispensable to every social and relief worker. Even those not prepared to go so far economically or politically as Mr. Williams must find his survey and analysis a prerequisite for any real understanding of the unemployment situation and its alleviation—perhaps its eventual cure.

MAYNARD SHIPLEY
Sansalito, California

Whole Picture of a Home

THE PARENT AND THE HAPPY CHILD, *by Lorine Pruette. Holt. 288 pp. Price $2 postpaid of The Survey.*

THERE is a sprightliness, humor and humanity in this book which should assure it a wide reading. It deals with problems which concern us all, perhaps more persistently than any other problems,—those of personal living and family relationships. It is more than a book about child training. The first half centers interest frankly on the child's home, upon his parents and their problems in relation to earning a living, their families, their friends, to each other and to the problem of their own individual satisfactions. One might almost say that if this first section is taken to heart the second becomes superfluous. For it is the emotional atmosphere in which the child lives which in the last analysis contributes most to the building of sound personality.

The second part, The Psychology of Child Development, is somewhat less satisfactory, perhaps because the author has tried to encompass too much in a brief space. Miss Pruette leaves us high and dry occasionally, just when we appear to be approaching the crux of our problem. Over-simplification results in superficiality and although she occasionally hints at the uses of specialists in child guidance, the inference is too readily made that the happy child and the adjusted human follow as the night the day from a simple formula of common-sense. Her treatment of the problem of fears and night terrors, for example, confines itself to a discussion of their origins in the deliberate terrorizing of children by adults or by definite "conditioning" without sufficient recognition of the depth and complexity of this whole subject. In her treatment of such matters as bladder and bowel training, exception must be taken to such statements as "The mother may begin to train the child in proper elimination habits when he is six weeks old or even earlier" a doctrine open to serious doubts from psychiatric sources. This whole subject is treated inadequately by Miss Pruette. The chapter on sex is fairly good as far as it goes. In her treatment of the problem of discipline, she performs a definite service by pointing out that reasonable control of children by adults was invented as much for the psychological comfort of the child as for the convenience of adults and that children are actually happier, "freer" and more emotionally secure when the responsibilities and decisions which they are called upon to make are graded to their capacities.

ANNA W. M. WOLF
Child Study Association of America

The Spirit of Social Workers

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK—1932. *University of Chicago Press. 694 pp. Price $3 postpaid of The Survey.*

THE vitality and realism of the Philadelphia meeting of the National Conference is carried over into the pages of this familiar stout brown volume, constituting a record not only of the status of social work in 1932 but of the spirit of social workers. Included are sixty-three papers, prayerfully selected and judiciously abridged by the editorial committee, which reach into every section of the field and explore the strengths and weaknesses of social forces in a world at odds with itself. For the gracious appearance of the volume, especially its clear legible type, every reader will be grateful.

G. S.

Why Ignorant Citizens?

EDUCATING FOR CITIZENSHIP, *by George A. Coe. Charles Scribner's. 205 pp. Price $2 postpaid of The Survey.*

THE times have focused public attention upon government, its services and its functions. The publication of Mr. Coe's book is therefore opportune. What has been the matter with education in the United States that it has not produced a politically educated citizenry?

Mr. Coe analyzes the forces influencing the education of children in the schools and shows that "education for life in the state is . . . the experience of children and youth in the gradual assumption of the responsibilities of sovereignty. . . . Vastly increased participation of ordinary men and women in the exercise of political functions is, of course, implied."

Present school policy, Mr. Coe points out, tends to promote the spread of political cynicism by teaching political idealism instead of actualities. Children should be initiated into unsolved political problems as rapidly as their mental development is able to appreciate them. In the United States our political philosophy is based upon the conception of the people as sovereign, therefore theirs is both the right and the responsibility to educate themselves. The teaching of unquestioning acceptance of political doctrines implies a ruling class or power distinct from the people and is therefore a violation of the democratic spirit. In amplifying upon this thesis, the author considers the various forces outside the classroom which influence, and often interfere with, the teacher's ability to develop intelligent discussion by students: propaganda by business corporations, civic education by the War Department, partisan propaganda of one kind and another "in the supposed interest of ideals." The power of state legislatures and those in authority in the educational system and such "powers behind the throne" as parental ambition and the employers of labor are also considered in relation to the teacher's freedom to teach.

In the newer social studies which widen the horizon of children is seen the way to a better state. The school is recognized more and more as an "organ of world society" because citizenship in the twentieth century is concerned with the interaction between human beings, and that action is not limited by geographical boundaries. "Education, as distinct on the one hand from ruling, and on the other hand from propaganda, has as its sphere the humanity that is in pupils and in all men, and as its objective the

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bringing of this humanity to goals that the human in every man can approve when he sees clearly what is there."

Mr. Coe's appreciation of the broader implications of his subject is apparent throughout. There are points at which some readers may regret that he has limited his discussion almost entirely to the function of formal educational institutions in preparing children for citizenship. The share of unofficial educational organizations and groups of which the child may be a member is an important factor as are, indirectly, organizations concerned with adult education which influence those responsible for the education of the child.

KATHERINE A. FREDERIC
National League of Women Voters

Essays on Probation

PROBATION AND CRIMINAL JUSTICE, *edited by Sheldon Glueck. Macmillan. 344 pp. Price $3 postpaid of The Survey.*

EXTRA-MURAL treatment of offenders is encroaching upon intra-mural. Undoubtedly that is a heavy sentence, but what it means is that institutions play a relatively less important part in the handling of law-breakers, whereas supervision, under normal living conditions in the community, plays a relatively larger part. More and more offenders are being placed on probation and more and more of those who leave prison are being kept for a time under one kind of surveillance or another on parole. The cell and the barred exit are being regarded as suitable for more limited types of offenders, and the technique of social case work, applied by probation and parole officers, is being regarded as useful in a larger and larger number of cases.

This is a collection of essays on probation published in honor of the man who has probably become more famous in the probation field than any other man, Herbert C. Parsons. As head and shaper of the Massachusetts probation system he has gained international recognition. The promise and theory of probation; legal problems associated with probation; the trial judge's dilemma in applying probation; administration of a probation office; case-work technique in probation; development of probation in the United States and England, France, Germany and Belgium—these constitute the main contents of the book. One of the most illuminating discussions is contributed by Judge N. Ulman of Baltimore, whose chapter might be called What a Judge Thinks About When Considering Probation. Other contributors are Bernard J. Fagan, formerly chief probation officer, Children's Court, New York City; the editor, Professor Glueck himself; Ralph H. Ferris, director of the Domestic Relations Division, Recorder's Court, Detroit, Mich.; Edwin J. Cooley, formerly chief probation officer, Court of General Sessions, New York City; Thorsten Sellin, professor of sociology, University of Pennsylvania; and Sanford Bates, director, Federal Bureau of Prisons.

The volume will be read with profit by those associated with the work of probation and those who wish to understand the methods and purposes of probation.

WINTHROP D. LANE
Trenton, New Jersey

The Far-Flung Family

A BIBLIOGRAPHY ON FAMILY RELATIONSHIPS, *by Flora M. Thurston. National Council of Parent Education. 273 pp. Price $2 postpaid of The Survey.*

IN the discussion of papers at one of the first sessions of the Section on the Family in the American Sociological Society (1924), the following list of fields actually or potentially contributive to a comprehensive study and understanding of family relationships was offered: *Origins:* animal behaviorists, archaeologists, ethnologists; *Developments:* historians, ethnologists; *Functions:* biologists, economists and domestic scientists, educators, psychologists and psychiatrists, ethnologists and sociologists; *Maintenance:* eugenists, physicians, economists and domestic scientists, sociologists, statisticians, ethicists, lawyers, politists, social workers, police, architects, sanitarians, employers, educators, recreators, ministers, mental hygienists, arts and letters; *Future:* historians, economists, statisticians, psychiatrists, eugenists, sociologists, educators, ethicists, religionists, aestheticists. A guide comparison of these with the fields represented in the present bibliography shows the following omissions: *architecture, aestheticists, police,* and *employers.*

"Part III F: Family Problems Involving Social Guidance (1. Problems; 2. Agencies)" is supposed to cover the fields of social work which touch or deal with families. For the three-year period the selection is acceptable, but the inclusion elsewhere of older titles makes one surprised at the omission here of standard work by Richmond, Rich, Colcord, Lee, Devine and others. The magazine, The Family, is nowhere separately listed though freely drawn upon for articles.

The materials have been selected and annotated to present "the best of the material (1928–1932) for the use of students and professional leaders." For the purpose announced, the bibliography will serve usefully for some time though the constant stream of new materials soon outdates the best bibliographies in the social studies. Of making bibliographies there is no end. Where specialists are invited to collaborate, the temptation is always to include more titles; and temptation has been defined as that to which one always yields.

The "Background Bibliography" reads more like a curriculum for a general liberal education. The detailed classification is empirical but usable. For class use, the reviewer would prefer to have seen the best of all older titles included. Beginning with such a list, similar but smaller volumes at three- to five-year intervals would preserve and increase the value of the initial volume.

THOMAS D. ELIOT
Northwestern University

Educational Planning

EDUCATION AND THE SOCIAL CRISIS, *by William Heard Kilpatrick. Liveright, Inc. 90 pp. Price $1.25 postpaid of The Survey.*

IN these lectures Professor Kilpatrick sets forth systematically how education may contribute to the reconstruction of our society from the bottom up. Taking for its point of departure the American tradition of constitutional democracy, that task requires a group process involving shared concern, a proper use of expert knowledge, and inter-stimulation through conference. Two difficulties to be overcome are the tradition of rivalry and inexperience in group thinking. Hence, before we can have a democratically controlled national planning, we need a new educational planning that satisfies the following demands: a widely shared diagnosis of the situation; conscious study of the concrete problems of social rebuilding under the guidance of educators who possess expert knowledge, social outlook, and an attitude of cooperation; far greater organization for adult education, but also reforms of our school system with the object of reaching into the thick of life.

There remains the conflict between the objective of open-mindedness and the need of this new education for teachers with social convictions. The solution—so amply exemplified by the author himself in his generous aid to social organizations in need of his dialectic skill—he sees in a conviction on the part of the educator that his contribution is not to be measured by the degree in which he manages to indoctrinate others with his own beliefs, but rather by the degree in which he succeeds in stimulating others to think effectively through their problems.

BRUNO LASKER
American Council, Institute of Pacific Relations

Texas Papers Please Copy

HOUSE OF REFUGE, *by Grace S. Leake. Payson. 298 pp. Price $2.50 postpaid of The Survey.*

THIS is the story of Judy Peters, who lived and worked on various farms in Texas; went to a town to work in a "5 and 10," met a young man who promised to marry her; kept on working as long as her condition permitted; then applied to the Associated Charities for a place to go. There she met a hard, unsympathetic, detestable social worker who placed her in an

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institution for unmarried mothers called the Home of Hope, a place in charge of a cruel pious matron whose girls were overworked and underfed, without recreation or education, magazines or books. Judy wanted to keep her baby; she had not been told when it was taken sick, sent to a hospital, died and was buried. That drove her frantic and when her time was up she took to prostitution.

Where did the author get her ideas of social workers and institutions for delinquent girls? Surely not from Texas, although that was where she lived, attended the Rice Institute in Houston and the State University in Austin, and where her heroine lived. If she had visited any of the conferences of social work in Texas she would have come in contact with a very different type of social worker. And it seems strange she was not familiar with two public institutions for delinquent girls in Texas which have set a standard in methods and training for the entire country. The State School at Gainesville, under Dr. Carrie Weaver Smith, and the Harris County School at Houston, under Ethel Claxton, are among the best in the country, with good medical care, a full program of education, recreation and after-care. Dr. Smith is a student and follower of Dr. Healy of Boston.

The writer of this review has a vivid picture of the school at Houston on the occasion of the graduating exercises for the girls who had completed the work in the eighth grade. The front porch was the stage, filled with excited, happy, pretty girls, well dressed; the audience of families and friends sat on the lawn. After the exercises there was a real party, with refreshments, the girls mingling with their families and friends. It might have been the graduation exercises of any well-managed boarding-school. Yet every one of those girls had been committed by a court for some delinquency. And from this school many promising girls have been sent to normal schools and college during the past seventeen years. Ever since the present superintendent has been in charge, this has been made possible by funds raised by her.

The book is not convincing. It can have no interest for social workers because it is so overdrawn. It is a caricature.

New York City MARTHA P. FALCONER

Conservation in 1932

AMERICAN CIVIC ANNUAL, *edited by Harlean James. American Civic Association, Inc. 276 pp. Price $3 postpaid of The Survey.*

IN THE American Civic Annual for 1932, the American Civic Association again presents a summary of much that is going on all over the country in the way of intelligent guardianship of our physical resources. Following the precedent established four years ago with volume I, the story is told by almost half a hundred civic-minded men and women actually engaged in this many-sided undertaking. And again Miss James, the executive secretary, has done a splendid piece of work. Though obviously the entire field could not be covered within three hundred pages, a wide range of subjects has been treated, including a summary of the status and progress of our national and state park systems, of the planning of the Federal City; sections on regional, state and city planning; and three interesting articles on housing. Grouped under the geographical units corresponding to the legislative and administrative divisions which must handle the problems presented, the articles are arranged in a most convenient manner.

Worthy of special mention is that part of Dr. Albert Shaw's introduction entitled—What Everyone Should Know About Parks—the substance of a primer also being distributed as a separate bulletin. Containing authoritative information on the national and municipal park system (beginning with the history of their establishment), it should offer valuable ammunition to civic clubs and educational institutions in their effort to educate their "constituents" on the importance of recreation in these days of wholesale unemployment and increased leisure. The entire volume in fact is especially timely this year as concrete evidence of how much has been accomplished in the directed growth of the United States during the past twelve months, the depression notwithstanding.

L. L.

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

THESE THINGS SHALL BE. *32 pp. paper. 10 cents. Fellowship of Reconciliation, 383 Bible House, New York City.*

A SHORT collection of hymns, readings and prayers gathered together by the Fellowship of Reconciliation for use in meetings where it is desired to express aspiration for a Christian social order.

MORAL MAN AND IMMORAL SOCIETY, *by Reinhold Niebuhr. Scribners. 284 pp. Price, $2 postpaid of The Survey.*

MAN may be, and sometimes is, moral and religious and wise; but society can never be any of these. The best to be hoped for is a sort of desperate muddling through. Niebuhr's realism has led him to abandon the Liberal position, and to endorse the use of force in society. Good case material on the modern skeptical attitude.

PRINCIPLES OF MENTAL DEVELOPMENT, *by Raymond Holder Wheeler and Francis Theodore Perkins. Crowell. 513 pp. Price $3.75 postpaid of The Survey.*

A TEXTBOOK on educational psychology inspired by the Gestalt theories, formulates principles in psychology that interpret human behavior as organismic. Personality is viewed as a unitary expression of man's complete development and organization, in harmony, however, with the laws of configuration. With a well-organized text, amply supplemented by specific bibliographies, it is useful because it offers a new viewpoint in the development of problems and discussions.

MUNICIPAL PRACTICES IN EUROPEAN CITIES, *by Donald C. and Alice B. Stone. International City Managers Association, Chicago, Ill. 158 pp.*

THIS mimeographed report is exactly what its name implies, and though the general subject is one for technicians, it is written in such an informal way that anyone interested in municipal government will find it readable and illuminating. Mr. and Mrs. Stone visited the continent as well as England but at least half of their report is concerned with the latter country. While not without defect, they characterize English municipal government as excellent. Their investigation led them to the conclusion that municipal service in England has called to its ranks an unusually qualified type of official, perhaps, as they say, because there the real administrative officers are never elected but are appointed by committees of the council, and because of the recognition by the governing authorities and public generally that the public personnel is permanent so long as efficient service is performed. Containing an amazing amount of factual material, made all the more valuable by the authors' implied and definite evaluation of European practices compared to those followed in the United States, this volume offers much food for thought for those of us who live on this side of the Atlantic.

DIE JUGENDHILFE (*in German*), *by Emma Steiger. Rotapfel-Verlag, Zurich and Leipzig. 247 pp.*

AMERICAN child-welfare workers who have been stimulated by the admirable literature, posters, and stamps that have come from the Pro Juventute foundation in Zurich during the last fifteen years or so will be glad to have this detailed description of the whole range of provisions made for child welfare in Switzerland. Miss Steiger systematically reviews the major organizations and their principles, with separate chapters for infant welfare, the protection, guidance and recreational provisions for school children, the placement, care and guidance of juvenile workers, both at work and in their leisure time; with further chapters on the economic, health and educational problems of children and their treatment; and on the special problems of foreign-born and migrant children, and those handicapped by geographical isolation or parental unemployment. Of particular interest in this survey is the realism with which each problem category is related to the total situation, including not only in many cases a complex of problems but also the general economic conditions and the social attitudes of a culturally heterogeneous population. B. L.

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COMMUNICATIONS

Barter

To the Editor: This office is constantly receiving inquiries concerning barter in its various forms. We have on hand no adequate information to send to enquirers, most of whom are municipal directors of emergency relief. Have you any literature on the subject which we could obtain? Peter W. Smith
County Relief Director, Newark, N. J.

[For advice on various aspects of the barter movement we suggest consultation with:

The Emergency Exchange Association, 52 Vanderbilt Avenue, New York. This is a sponsoring organization of economists, engineers, business and professional men which has tested its theories step-by-step in the promotion of exchanges throughout New York state. Actual functioning of exchanges in New York City has been slow due to local complications. The Association favors the set-up of exchanges adapted to local conditions under the leadership and management of the unemployed themselves, with a simple form of scrip, carefully controlled, and a minimum of overhead organization. While it believes that a national organization of exchanges may be desirable it holds in general for the development of the movement from the bottom up. At the moment it is in effect serving as a national clearing-house of information on the whole subject.

President Arthur Morgan, Antioch College, Yellow Springs, Ohio, who is also president of the large and active Midwest Exchange, Inc., "a distribution service for manufacturers and producers." Out of his experience with the Midwest Exchange and his knowledge of other similar projects President Morgan proposes a national and regional organization of exchanges as necessary to prevent exploitation of the movement, to control the use of scrip, to oppose hostile legislation and to extend the barter system in the best interest of the barterers. He proposes eight principles or methods of organization and invites correspondence from other exchanges.

Prof. J. Douglas Brown, Industrial Relations Section, Princeton University, Princeton, N. J., who has associated with him a group of distinguished educators and economists. They believe that a national system of barter exchanges within the framework of our present economic structure would provide immediate alleviation of distress from unemployment and greatly facilitate the restoration of general business activity. Much of their reasoning is predicated on the theories advanced in the recent book, The Abolition of Unemployment, by Frank W. Graham (Princeton University Press, $2). They urge state activity in facilitating the organization of exchanges and propose that the President of the United States (1) appoint a committee to investigate exchanges and advise on their organization and operation, (2) request the Reconstruction Finance Corporation to consider the use of its funds for advances to properly established exchanges, and (3) call a conference of business executives to consider cooperation with exchanges.

For a comprehensive review of the whole development of self-help and barter the Russell Sage Foundation, 130 East 22 Street, New York, has available copies of People Without Money, by Joanna C. Colcord, reprinted from The New Outlook of December 1932.

For detailed accounts of two forms of barter organization see Organized Swap and Dicker, by Elizabeth Nutting (Dayton's experiment), in The Survey, December 15, 1932, page 682, and Living on a Surplus by J. Stewart Burgess (Unemployed Cooperative Relief Association, Los Angeles County, Calif.), The Survey, January 15, 1933, page 6.

For discussion of the use of scrip-money see Scrip-Wise and Pound-Foolish, by Julius Amberg (Grand Rapids' experience), The Survey, November 15, 1932, page 595, and Making Money, by Jacob Baker, The Survey Graphic, February 1933, page 106. —The Editors.]

"The Churches in Their Blindness"

To the Editor: The very caption of the article, The Churches in Their Blindness, in your January Midmonthly issue is an unfair judgment on the churches. The Laymen's Report was unfair to the missionaries, as there never was an abler body of men and women better suited to their work than the missionaries of our evangelical churches. Of course, as here at home, some of them are not adapted to the higher positions. But have the churches been blind? They have done the best they could with the resources at their command to carry out the directions of Jesus Christ to whom they owe their allegiance.

They have not considered their Lord as on the same plane with Buddha, Confucius or Mohammed. While Confucius handed down some excellent teaching there was no spiritual motivation back of it. Both Buddhism and Hinduism have obscenity and licentiousness connected with their worship, Mohammedanism looks forward to a sensual heaven. None of these religions promises a delightful personal immortality. E. Stanley Jones—and no one knows more than he about conditions in the Orient—says the point that the Laymen's Commission (by the way, this Commission has no connection with the Federal Council of Churches) makes about cooperating with the old faiths in the reconstruction of these lands simply has no point in China. These faiths are out of it. Climb to the top of China's sacred mountain, Taishan, and you will find the Buddhist and Taoist priests smoking opium or gambling. The future lies with Communism or Christianity.

It should be remembered that many of the missions have been working for years to bring about self-support and native control in churches and considering the poverty of the people and indifferent training they have succeeded remarkably well. The report "specifies that the purpose of the missionary is to be cultural [do these people mean our culture?] social, educational, rather than evangelistic." Missions minister to the physical and intellectual needs of the people for their chief duty is to help the people mentally and spiritually, especially to give them the gospel of Christ who is the only way of salvation and life eternal. Are the churches blind? Look at the thousands of one-time savages, cannibals, head-hunters, outcasts that have become men and women of beautiful Christian character. Consider how the abominable native medicines and practices are being supplanted by Christian hospitals and philanthropic institutions!

Perhaps the churches do not pass on the light of Christ as they should but they are not entirely blind. If Protestants should cease to evangelize surely Catholics would not follow their example. However, few if any denominations will adopt this report in its entirety. To do it would be suicidal. Evangelical Christians could not contribute to missions with Christ left out.
Freeport, Illinois (Rev.) G. B. Hopkins

To the Editor: Since the publication of the Laymen's Foreign Missions Report, Rethinking Missions, Christian opinion and reaction has generally fallen into one or the other of two camps. In the first camp are those, like myself, who think of Jesus as a supreme example of perfectly human excellence. If He was divine, His divinity was of the same sort as the divinity of any other human-being: Buddha or Confucius or Bill Jones or the criminal who is to be hanged tomorrow morning. Most of us, of course, would assert that there were excellencies of character and truth evident in Him which have not been evident to us in any other human-being. But we think of Him as human, not superhuman; and because this is so, we picture His cause and program in terms of human goals. The sum of these goals we call by an old phrase, "the kingdom of God," which means, to most of us, this good brown earth freed of its major social ills and transformed to a true human brotherhood, conscious of its mutual responsibility and

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seeking harmony with God—in however many thousands of fashions we may picture Him.

Such a world vision has prompted us to support every sort of visible effort toward human welfare. We find it impossible to think of anything good as being contrary to the mind of Christ. Even though that particular "good" may be labelled Buddhist or Taoist or heathen, the very fact of its being humanly praiseworthy is enough to justify it in our sight; for we cannot imagine how truth or goodness can be of more than one sort. The Laymen's Report is definitely in line with this type of thought. Therefore we hail it with rejoicing. It appears to us to be quite in line with the will of Christ.

But the second camp of Christians has not so learned Christ. He is not, for them, as Mr. Hopkins says, on the same plane with Buddha, Confucius, or Mohammed. He is a god. He is, in fact, the One God. This is historical, authentic, orthodox Christianity. It is by nature conservative. It is the faith once delivered to the saints. Those who go out as its missionaries must go out to make converts; in the very nature of the case they must oppose all other religions and the unorganized cult of no-religion. Their whole effort is directed toward making a completely new creature out of the former heathen. That heathen's background could not possibly have anything good in it. He must be a new creature; with a new name, a new set of standards, and a new denominational label.

Of course, I am making this statement extreme—the missionaries themselves have not gone as far in this direction as the churches in their blindness would have had them go. Nevertheless, this second group of Christians—who are the custodians of historic Christian opinion—resent the conciliatory and compromising tenor of the Report. It stinks in their nostrils for the very reason that they see Jesus as utterly unique from all the rest of mankind. Holding that conviction, they can see no excuse at all for missions except as agencies of conversion. They may support missions which "minister to the physical and intellectual needs of people"; but if they do so, it is because "their chief duty . . . is to give them the gospel of Christ who is the only way of salvation and life eternal." The hospitals and schools and so on are not supported because it is a good thing to make people wise and healthy, but because if you heal a man's body he may be persuaded to listen while you preach him a sermon.

The difference between Mr. Hopkins and myself is thus seen to be simply the difference that exists between those Christians who are sure that Jesus is God, and those Christians (?) who are sure that however divine He may have been, He certainly was human. Maybe this latter group isn't really Christian. Some of us are not very proud of the label, anyhow; and the loss of it will work us little sorrow. Our labels will have exactly nothing whatever to do with the survival of truth or the emergence of the kingdom of God.

As to my article—an utterly trivial matter—I have nothing to say, beyond a wish that Mr. Hopkins may secure a copy of the Report and study it. If he has not yet done that, he has no right to express his opinions about the Report. If he has studied it, with some care, I still think that he may have misunderstood its spirit and vision. E. Stanley Jones' testimony about the Report can be balanced by Pearl Buck's testimony. Perhaps Mrs. Buck is better qualified to speak of China, and the impact of Christianity upon China, than is Mr. Jones. I don't know. But I am still sure of my original contention (which is the exact opposite of Mr. Hopkins' contention): that unless missions are changed to something like the fashion of this Report, they will grow weaker and weaker until they collapse. They may collapse anyhow. I don't know. But the festering doubt at the heart of Christian missionary-giving is a doubt of the virtue and value of a sectarian, exclusive, otherworldly missionary program. Because the churches have not merely endured but have actually fostered this sort of thing here at home, I believe they deserve to be called blind. And the work

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on the foreign mission field is—or has been—nothing more than an extension of the same program.

Of course the missionaries have been honest and sincere! So have the denominational leaders here at home. But honesty and sincerity have been the backbone of every inhuman and oppressive religious activity since the Inquisition.

Colorado Springs, Colorado CHARLES STAFFORD BROWN

Discussion Groups

TO THE EDITOR: Dr. Harry Overstreet has given two lectures here which greatly interested me. Both were given and concluded with a half-hour questioning by the audience. He suggested among other things, that small groups be organized for discussion of timely topics and as I happened to be organizing the unemployed from the relief lists locally so that one might get work on the new post-office that has just started and is apt to be done by outside labor, the thought occurred to me, why not develop the idea and get idle men and women thinking along some other line than their immediate troubles. Sort of get them outside of themselves with local groups of eight to ten discussing topics that do not bear directly on their troubles but could really help. Could you suggest such a program? We the unemployed are getting too narrow though honestly wishing to know what we can do to help. It seems to me that the only way to help ourselves is to help others. That is the idea back of my suggested forums. I would greatly appreciate any suggestion that you and your readers could make.

851 Washington Boulevard, Oak Park, Ill. L. W. TOSTEVIN

Chain-Gang

TO THE EDITOR: I quote from your circular letter of January 19, 1933: "Georgia Justice on Trial. When the governor of New Jersey refused the request of the governor of Georgia for the extradition of a man who had escaped from a chain-gang, he may have dealt a body blow at an archaic form of punishment."

From a fairly near point of view, I should say that what the governor dealt was a ray of light; a bright ray from the spotlight under which the person under discussion is enjoying himself. On my way to or from Savannah I see a "chain-gang" almost daily but I haven't seen a chain on any of its members for a long while. To my observation the custom of manual labor—out-of-doors—prevailing in the South for both white and black prisoners is healthful and human for the most part. O. W. BURROUGHS, (ex-Pennsylvanian)

Superintendent Bethesda Home for Boys, Savannah, Ga.

Sons of the Pioneers

TO THE EDITOR: I am very much interested and impressed with your letter and the Survey Graphic. But when I tell you that I am literally in forced retirement on a county poor farm you will readily understand why I cannot subscribe at any price. I have been picking up magazines from my friends who are through with them and amongst those I have had some of the Graphic. I find it to be one of the most interesting and valuable that I get ahold of.

I have for the last two years made a special study of developments in the Soviet Union and deem that the most important study of all. The whole capitalist world is now at a loss, not knowing what to do, and realize something *must* be done to save the world from going into chaos and anarchy. Here is a country that *is* trying something different, and no matter how much we dislike the ideas or methods it behooves us to study their failures and successes. It is just now setting up a stage where we can observe and learn what to do. We cannot judge by what they have been doing. They started with chaos, confusion, poverty, superstition and ignorance and are now nearly up to us in industrial production and education of the common people.

We know that Russia has used some harsh measures and is using them, but what is happening here? As I sit here and look over the broad expanse of prairie where people settled on the virgin soil, proceeded to build their homes and have continued to work late and early, and today not one fourth of those homes are owned by those who live there and work the farms, and even those who are supposed to own their farm are in debt to the limit and the U. S. government is the only source to which they can go to get aid, and the only way they can help is to mortgage the people, because U. S. bonds are the one security that people with money will buy.

There are very few farmers in this part that have even their cattle free. They had to mortgage them to the government in order to get feed for them, and then another lien on their grain for seed. Neither the feed or seed loans are being paid. The thing will soon break down and our only hope is to keep things from turning into civil war and bloodshed.

I want to read the Graphic but expect I can get it from my friends who have read it. But if there is anybody that feels like giving to a good cause I can assure you that no one will make better use of your journal than I will. I do not intend to stay here in silence. I expect to assimilate as much information as I can and arrange into simple language so that the common people on the streets and on the farms can understand what it is all about.

A. B. C.

School to Age Sixteen

TO THE EDITOR: Thirty thousand new jobs were given to children last year in New York State alone — a number equal to the combined population of Bronxville, Larchmont, Mamaroneck and Scarsdale!

This is a statement to give one pause—why should these children be working while a very large number of their parents and older brothers and sisters are undoubtedly unemployed? The answer is simple: it is the cheapness of child labor. The results are starvation wages, idle adults and the cruel burdening of the child with the responsibility for family support.

The New York Child Labor Committee is using all its influence at just this moment to keep these children in school until they are sixteen and send the older people back to work. It is backing and rousing public support for Senate Bill No. 62 now before the Legislature which will establish a sixteen-year school-leaving age. Won't you help in securing this legislation, so urgently needed both from an economic and social point of view?

Treasurer New York Child Labor Committee LOUIS H. PINK

How Back to the Land Feels

TO THE EDITOR: After eight years on a farm a mile off the state road, with three or four vehicles passing a day, no sound but wind or the woodcutter's saw to break the blessed stillness, no committee meetings, no talks to women's clubs, no subway crowds, such as I had in my twelve years of public health and relief work in New York and other cities, The Survey comes to me like the fire signal to an old horse who has pulled the engine. And it brings me something that other equally earnest and progressive journals do not, which is the story of the good things which are being done. It would be almost copying the tables of contents to tell you which articles I like, but Jane Addams' in the last number, and all of John Palmer Gavit's and Beulah Amidon's and Mrs. Wembridge's have given me much pleasure and inspiration. The January Graphic was "grand."

Like all farms ours is not paying costs, milk selling for about the cost of the cowfeed, with nothing left from the milk check to pay taxes or interest or family expenses. Taxpayers' meetings are being held here and in neighboring counties, and probably half of the farmers have not been able to pay taxes or interest on mortgages. Foreclosures still go on, though there is some let-up, probably waiting to see what the new administration will do for "farm relief." In some cases a local auctioneer and cattle dealer has had private sales instead of sheriff's sales, I believe to prevent the sort of demonstration which has occurred in other parts of this and other states. (*Continued on page 144*)

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GOSSIP: of People and Things

Professor to You

IT'S Professor deSchweinitz now if you please since the University of Pennsylvania has called Karl deSchweinitz to its chair of child-helping under the William T. Carter Foundation. The appointment fills a vacancy created last September by the death of Dr. James Struthers Heberling who had held the post since it was created in 1924. The purpose of the Carter Foundation is "the study of the principles governing and necessary to the welfare of the child and the proper education in those principles of those who, as parents, teachers and otherwise, are charged with or who undertake the upbringing of children." With the consent of the Carter family the purpose of the Foundation is now to be broadened to include the whole field of social work.

It is good news that Mr. deSchweinitz,—beg pardon, Professor deSchweinitz, is not to relinquish his activities as director of the Philadelphia Community Council and as a member of the Philadelphia County Relief Board. He will be active both in teaching and in social work which is plainly all to the good for both sides. Beginning next fall he will offer at the University a course on The Development of the Individual which will aim to give understanding of how the needs and the desires of the individual, as modified by his personal relationships, affect his growth and social adjustment.

As candidate for the doubtful distinction of meanest man, the Reformatory and Refuge Union of London offers the one who mailed back an appeal from another agency in the self-addressed envelop which the Union had enclosed in its appeal—and mailed it postage due.

ABOUT the last thing professional women give up in these days of cuts and scrimping, says Marie l'Hommedieu, chief of the retirement fund of the National Board of the Y. W. C. A., is their stake in security. Of the two thousand women who are participating in the fund, only two, she says, defaulted in their 1932 payments.

THE Westchester County, N. Y., Park Commission has completed plans for a memorial to the late V. Everit Macy for many years its chairman. The memorial will take the form of a bronze tablet, appropriately inscribed, erected on a boulder in the V. Everit Macy Park in Ardsley. John D. Rockefeller, Jr., is chairman of the memorial committee.

MINA Van Winkle, who as chief of the Woman's Bureau in the Washington, D. C., Police Department made history for a whole new development in social work, died recently after a long illness which caused her retirement about a year ago. Graduated from the New York School of Social Work in 1905 she was for several years identified with various organizations in New Jersey. With the war she was called to Washington to deal with the social problems growing out of the influx of women war-workers. From this beginning she developed the bureau which withstood not only the assaults of disgruntled politicians but even a Congressional investigation. She was a leader in organizing training courses for policewomen and was a past-president of the International Association of Policewomen.

THE American Public Health Association announces that at its sixty-second annual meeting in Indianapolis October 9–12 it will honor at a special session Dr. John R. Kissinger, the only living participant in the famous yellow fever experiment with mosquitoes. It was in Indianapolis in 1900, at the twenty-ninth annual meeting of the A. P. H. A., that Dr. Walter Reed in a paper, The Etiology of Yellow Fever—a Preliminary Note, indicated that the mosquito might be the villain of yellow fever. It was, as events proved, an epochal pronouncement, yet it was received, it is said, with only mild interest.

You Can't Please Everybody

IN her engagingly written little annual report of the Family Welfare Society of Cambridge, Mass., Elizabeth Morrison winds up her story of the rent troubles of her clients with one that shows the troubles of the agency. Three Italian families, clients of the Society, about to be evicted from their homes, had the bright idea of moving into a house empty since the bank had foreclosed the mortgage. In a voluble body they visited the bank and made a proposition to rent. The bank wouldn't rent but it would sell—for a down payment of $75. The Italians by some legerdemain borrowed the $75 and moved in, six adults and twenty-three children. Miss Morrison approved the move and still does, but not so an anonymous letter-writer who assails the Society bitterly for helping "landlords and property owners."

THE New York A. I. C. P. reports the protest of an over-appealed-to contributor who wrote stormily, "Don't you know I'm a schoolteacher and don't you realize that we're giving shoes and lunches to needy children as well as giving gas to needy families?" Which is one way, cogitates Elsie Kearns, to reduce the volume of unemployment.

HARRY Woodburn Chase, for the past three years president of the University of Illinois, has been elected chancellor of New York University to succeed Dr. Elmer Ellsworth Brown who will retire on July 1. President Chase was for eleven years head of the University of North Carolina.

A fine full-fledged compliment came the way of The Survey when the New Jersey Conference of Social Work picked up two of the features of the January Midmonthly and reprinted them as an issue of its own bulletin for circulation among the Conference membership. The two features were Eduard C. Lindeman's Social Workers Hesitate and Then?, an inventory of the fears, perspectives, principles and hopes that showed themselves in the discussion at the New Jersey State Conference, and Ira deA. Reid's New Jersey's Twentieth Citizen, a picture study, in the Neurath manner, of the situation of the state's Negro population.

AFTER working five years on its invention and construction, Erle Fiske Young, professor of sociology at the University of Southern California, Los Angeles, has built a new spot-map machine designed as an aid in accurately and rapidly developing maps in connection with ecological studies. The new machine is used in conjunction with a master file and will, Professor Young believes, operate in the making of numerous types of sectional, city or community maps of sociological value. A technical description of the machine and its functions may be secured from Professor Young.

Incog

A TIRED social worker, seeking surcease in Bermuda, was dismayed to see one of her best professional friends walk into her hotel. "I won't talk shop, I won't talk shop," she wailed in greeting. "And I never even saw you before," came back the newcomer, also weary and white around the gills. And for a whole week they didn't speak to each other.

DR. H. Jackson Davis, epidemiologist of the New York State Department of Health, has been attached to the Temporary Emergency Relief Administration as director of medical care to assist local public-welfare officers in meeting problems connected with adequate home medical care for the unemployed.

ARTHUR Dunham, who was loaned for three months by the Public Charities Association of Pennsylvania to organize the field service of the Pennsylvania State Emergency Relief Board, is back on his regular job as secretary of the Association's Child Welfare Division and Committee on Welfare Legislation. F. Richard Stilwell, for several years assistant director of the Bureau of Assistance of the State Department of Public Welfare succeeded Mr. Dunham as field director of the Emergency Board.

AN eminent figure in American psychiatry passed with the death of Dr. Edward N. Brush, former editor of The American Journal of Psychiatry and past-president of the American Psychiatric Association.

New Ways in Detroit

THE program committee for the Detroit meeting of the National Conference of Social Work has broken away from the familiar pattern by putting the annual presidential address, hitherto the opening feature of conference week, back to the last evening session. Frank J. Bruno, this year's president, has taken for his subject Social Values to be Conserved in a Planned Society. Subjects of the other general meetings—no speakers named as yet—are: National Responsibility for Human Welfare, Legal and Ethical Adjustments to a Socially Planned Society, Economic Factors in a Planned Society, The International Mind, and, for the closing luncheon, Sixty Years of the National Conference of Social Work.

The National Conference, like a good share of the rest of the world, closed its last fiscal year in the red, not seriously, but uncomfortably. About half of the deficit is due to the fact that the Conference has absorbed some $1300 of the pledge to the International Con-

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ference of Social Work which the American committee, in spite of valiant efforts, was unable to raise.

Match This One

THE Emergency Work Bureau of New York offers as its most picturesque case, and invites comparisons, that of Mrs. Castillo, (and we don't know whether that is her real name or not), unemployed lion-tamer. Mrs. Castillo, widow of an Englishman, daughter of a full-blooded Pueblo Indian and a Spanish Jewess, is all gold earrings and flashing black eyes. Always connected with a circus she had raised and trained her own troupe of twelve lions, "And oh, how I loved my lions." Unfortunately an earthquake in Nicaragua let loose a flood and drowned her pets. Unable to replace them Mrs. Castillo drifted to New York, where she found a decidedly bear market for lion-tamers. Don't ask us what kind of a job the Bureau found for her. We wish we knew but we don't.

Just as this was written The New Yorker did match it, almost, with another E. W. B. case. A shy young bride, runs The New Yorker story, doing her bit for the Emergency Work Bureau, was sent out to interview a nice old lady who was seeking a little emergency work. The nice old lady was austere and dignified and the young investigator felt rather bold and brash as she asked her the usual questions. She came in due course to the one about previous employment. Where had the nice old lady been employed before? The caller had her pretty definitely pegged as a retired governess.

"Why," said the old lady with sudden enthusiasm, "I was an acrobat with Barnum & Bailey. I'll show you a trick."

She thereupon upped with one leg and wound it around her neck. Left the investigator breathless, and with a neat problem in emergency employment.

NEW York social workers took a night off recently and pranced and danced and played-acted in a show, Don't Make Me Laugh, put on for the purpose of pulling the Social Work Publicity Council out of the red, a purpose happily achieved. The Chicago publicity folk will put on their Frollies, now an annual affair on April Fool's Day. "Yo, Ho! Come to the Fair" is announced as the theme song.

MARY Raymond of Atlanta, for the past year executive secretary of the Children's Service Society of Georgia, is now executive secretary of the Society for Organized Service in Macon.

ROSE Bigler, identified for some twenty-five years with Illinois state hospitals, has been appointed director of the Illinois Training School for Psychiatric Nursing, at the Chicago State Hospital. She succeeds May Kennedy who resigned to accept an appointment in New York.

THE Brooklyn Bureau of Charities has picked Mary Dranga Campbell, recently executive director of the Missouri Commission for the Blind, to head its newly organized department for the handicapped in which are combined its activities for the blind and the crippled and its Craft Shop. Mrs. Campbell, a graduate of Leland Stanford and of the old Chicago School of Civics and Philanthropy, has had all sorts of experience and has held various important positions connected with work for the blind. Mary E. Ryder succeeds her with the Missouri Commission.

THIS one is from Rose Goldman, psychiatric social worker and visiting teacher in the New York public schools. She says it cheered her up for a week. She went to Mrs. Sanopolos' tenement home to hunt up Frank, "problem" seventh-grader on the sick list. "The teacher's come," called Mrs S. over her shoulder as she let Miss Goldman into the kitchen-laundry-parlor plus just a touch of bedroom. But Frank had heard Miss Goldman's voice. "That's no teacher Ma," he called back. "That's the lady that makes bad boys good. She done it to Micky and now she's workin' on me."

Not for Jep

THEY may not be up on the techniques of relief work down in the Tennessee mountains but they know their own folks, and as a result Red Cross flour is getting around not so badly. From Robert E. Bondy of the Red Cross Disaster Relief comes the story of a local character assigned to the flour distribution who carried his information and most of his records in his hat. To him came his old neighbor Jep, confidently prepared to carry home a bag of flour.

"Wal now, Jep," ruminated the erstwhile Red Crosser, "how 'bout it? You got any hawgs?"

"Yep."

"Got any hosses?"

"Yep."

"Got any corn?"

"Yep."

"Now looky here, Jep, this here flour hain't fer fellers like you. Hit's fur them that hain't got nothin' an' never expects to have nothin', an' you hain't one of them."

"Do I git my flour or don't I git it?"

"Git it? No—Hell, no!"

And he didn't.

ANOTHER good one has slipped over into public-welfare work, this time Virginia McMechen, formerly field representative of the National Travelers Aid Societies. She has just been appointed director of the newly created Department of Welfare and Direct Relief in Salt Lake City charged with the monumental task of "coordinating all direct relief activities of all departments and agencies under R. F. C. funds and of supervising the County Welfare Department and the Central Registration Bureau."

IF service stripes were worn by social workers Homer Folks would have sleeves like a zebra. His latest anniversary, properly marked by a luncheon tendered by his staff and board, was of forty years' service as secretary of the New York State Charities Aid Association.

NEW Yorkers who want to know what (little) is being done in the way of providing better housing for that vast slice of the city's population inadequately housed are having their chance through a course in housing now under way at the New School of Social Research, 66 West 12 Street, under the direction of Abraham Goldfeld of the Lavenburg Foundation. The purpose of the course is to study housing in its social rather than technical aspects with consideration of blighted areas and their residents and their relation to the population as a whole, and of income, rent levels and so on. Included in the course are visits to the old-type tenements of the lower East Side and to such forward looking housing projects as the Amalgamated Housing Development in the Bronx (cooperative), the Brooklyn Garden Apartments (limited dividend), the Dunbar Apartments (Negro), Radburn (the town for the modern age) and the Lavenburg Homes (philanthropic).

THE Cosmopolitan Club of Washington, D. C., has bestowed its annual medal for "the most outstanding, unselfish civic service to the community" on Mary Virginia Merrick, president and founder of the Christ Child Society. The specific service which brought the award was the erection of a modern settlement house and children's center at 608 Massachusetts Avenue, N. E., which was completed and dedicated last year. Miss Merrick, a wheel-chair invalid since the age of fourteen, has built up a national organization of the Christ Child Society with branches in thirty-three cities. The new settlement house is located in a section of the city with meager health and recreational facilities. Already more than a thousand children are enrolled.

This is the second year the Cosmopolitan Club has singled out a welfare worker for its honors. Its 1931 medal went to E. C. Graham, president of the Community Chest and chairman of the District of Columbia Committee on Employment.

The Last Smile

WHEN the man bites the dog everybody knows what it is. But when a lady falls into a barrel of sauerkraut in California what is it? Answer: An industrial relation. The California State Department of Industrial Relations brightens the statistics of its report to the Governor's Council with "accidents that catch the imagination and provoke a smile." Ye-es, but whose smile? Certainly not on the face of the lady engulfed in sauerkraut, and surely not on the face of the gentleman who, in line of duty, was nipped in the nose by a boa constrictor. And our guess is that everybody smiled when two Hollywood lights mussed up each other's faces—and claimed industrial compensation.

MORE honors for Dr. William H. Park of the New York City Health Department! This time it's his appointment as the first Hermann M. Biggs professor of preventive medicine at the New York University and Bellevue Hospital Medical College. This professorship was established by a memorial fund begun soon after Dr. Biggs' death in 1923, and recently completed to a total of $200,000 by bequests and gifts from the Biggs family and from the Milbank Memorial Fund. Dr. Park's appointment is particularly appropriate since he was associated with Dr. Biggs for almost forty years and shared his philosophy no less than his labors for preventive medicine and public health.

JUST after we had gossiped about Aileen Fitzpatrick and the first Australian school of social work in Sydney came word of a conference in Melbourne between social workers and University authorities to break ground for a two-year academic course with practical training supplied by state and voluntary agencies. Plans will, it is hoped, develop so rapidly that a comprehensive course can be offered next year. For this news The Survey is indebted to The Other Half, the lively little occasional publication of the Charity Organization Society of Melbourne.

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Philadelphians Propose

A Plan for the Treatment of Unemployment

Summarized by

KENNETH L. M. PRAY

Director Pennsylvania School of Social and Health Work

UNEMPLOYMENT is the consequence of obscure economic disorders. Its prevention depends upon slow and difficult changes in the whole economic process, and these must be courageously undertaken if we are to have a stable social order in the future. But no one can foretell the time when America will muster the collective power to assure continuous, remunerative employment for all its people, and meantime we shall have unemployment—a certain amount of chronic, casual and seasonal unemployment; possibly increasing technological unemployment; doubtless recurring periods of severe depression, or cyclical unemployment.

With our vivid realization of the distress and loss which this entails, comes an obligation to remove its most serious consequences, even though we cannot at once eliminate all its causes. A comprehensive program for the treatment of unemployment when it appears will also contribute to its prevention, both because of its indirect effect in stabilizing economic activity, and because of the incentives it may afford for direct preventive measures.

Fundamental Concepts

SUCH a program for the treatment of unemployment will rest upon certain general principles:

Unemployment in the modern world is a manifestation of collective mistakes, not of individual inadequacy. A negligible number of those at present out of work are in any sense personally responsible for their misfortune. Honesty, diligence, ambition, sobriety, thrift—while still admirable, are no longer a certain protection against idleness and want. That protection waits upon the better collective control of our social and economic relationships and the more perfect discharge of our common responsibilities.

The needs of those who are suffering from these social mistakes are human needs, not merely animal needs. The value to the community of the human beings who compose it cannot be measured in pounds or ergs or calories. It resides in them as persons, whose feelings and beliefs, judgments and choices, are vital elements in any sound community life. We cannot be solely concerned with the negative task of keeping people alive. We must maintain those positive but intangible values which alone give real meaning and worth to physical existence.

No civilized community can survive, or ought to, which consigns a considerable part of its people to starvation of soul or of body—either swiftly, by withholding all help, or slowly, by imposing a totally inadequate standard of living. So long as the total fund of wealth suffices, means must be found to provide suitable help when needed. Our problem is to discover what amount is indispensably required to relieve distress, and then to determine how the necessary funds can be provided most certainly, most equitably, and with the most satisfactory effect upon normal economic life. There is obviously no wisdom in unrestrained largess, either public or private; there is need for scrupulous economy and care at every point. But the actual minimum need of the unemployed and their families must be fully met.

The prime responsibility for the relief of unemployment should rest upon government, the agent of the whole community, rather than upon private individuals or groups. In crises like the present, when vast numbers are afflicted, only the collective power of government can uniformly and universally protect essential human values and distribute the cost equitably among the whole people. The inherent values of individual initiative and voluntary service must be preserved, of course, and wide opportunity must be offered for their continued operation and growth. From them is derived that concept of social

The Philadelphia Plan

As a service to communities everywhere The Survey singles out this report as the most integrated and significant piece of group thinking on the situation confronting the industrial cities of America in this fourth year of the depression. Last October the Board of Directors of the Community Council of Philadelphia authorized the appointment by President Robert Dechert of a committee to discuss and formulate such a program. It was composed of persons responsible for various aspects of unemployment-relief administration and of specialists in unemployment insurance, public works, statistics and allied subjects. The Committee met on one or more evenings a week up to January 26, at University House, calling in consultation specialists in the various aspects of the treatment of unemployment. The Board of Directors of the Community Council believes that the report should be made available for further consideration and discussion by a wider public but does not wish to express its approval or disapproval of the recommendations contained in it.

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responsibility which, by an extension of imaginative insight, leads the individual to wish to act as effectively through government to meet the needs of all fellow-citizens in need, as he desires to serve those few he sees and knows.

Philadelphia is not an isolated, self-contained social or economic entity. Its problem of unemployment is not local, either in origin, kind or extent. Its relief program, therefore, must be a part of, and dependent upon, a larger program of state-wide and nation-wide planning and action.

A sound special program for the treatment of unemployment depends for its full effectiveness upon the maintenance intact of certain regular community services, such as those of public health, public education, public recreation, public welfare, housing control, and the protection of reasonable standards of wages and working conditions. It is just at such times as the present—when the security of the home, and the satisfactions of regular creative labor are most threatened or altogether lost, and when the power of self-maintenance and self-protection is most weakened—that community provision for these vital needs is most imperatively required. To shorten library and museum hours, to close recreation centers, to dismiss public-health nurses, to cut off adult-education opportunities, to lengthen hours of labor and remove protections against accident and exploitation in industry, all in the name of economy, is in the long run the height of community extravagance. The reclamation of slum areas, through far-sighted investment and cooperation of private citizens and public authorities, under suitable legislation, yet to be enacted in Pennsylvania, taking advantage of lowered costs and providing constructive employment, is one of the more spectacular ways in which a socially minded community will protect individual welfare and the public interest in times like these. The prevention of unwholesome crowding of existing dwellings and the vigilant enforcement of existing laws protecting safety and sanitation are less dramatic but equally important public services.

Finally, all public services, whether permanent or temporary, affecting the safety and well-being of every citizen, must be manned on the basis of fitness, and must be protected against political interference. Always important, this becomes positively essential with the inevitable expansion of government's social and economic activities.

A Special Program

A SPECIAL program of treatment of unemployment has two great aims: First, to restore to idle hands and brains the chance to work, and so to renew, as quickly as possible, for the individual and the community, normal social and economic life; Second, to establish, so far as possible, some measure of security and continuity of income for those unavoidably deprived of the chance to work.

The main provisions of such a program fall into five main groups:

First, the collection and dissemination of dependable facts as to the extent, the kinds and the location of employment and unemployment, so that the initiation and administration of necessary measures may be promptly adapted to actual conditions and needs.

Second, the provision of suitable means for bringing together job-hunters and available jobs, so that, among other gains, the period of unemployment for each individual may be as short as possible.

Third, the provision of a long-time program of necessary public-works construction, local, state and national, the timing of actual expenditures to be adjusted inversely to general economic activity, so that permanently useful governmental action may take up some of the slack in demand for labor and may thus somewhat retard the cumulative effect of unemployment.

Fourth, the provision of reserve funds, accumulated in times of prosperity to be distributed in times of adversity, to those thrown out of work through no fault of their own, in order not only that the individual may be spared the worst consequences of his misfortune, but also that he may retain for a time at least a part of his purchasing power in the general market.

Fifth, the provision of adequate means for meeting the primary necessities of those who fall outside the protection of these measures and who cannot provide for their own needs.

These are, of course, not distinct and separable forms of action. All are essentially interdependent, yet there is a certain logical priority among them under present circumstances. The relief of immediate suffering is the first and most imperative obligation of this moment. That cannot wait upon any other measure.

I. Relief

A. *Basic Objectives and Criteria.* Certain practical criteria must be met in any satisfactory relief system.

1. Relief must be available on terms of equality to all in equal need, below a definite level of self-maintenance.

2. It must be prompt and timely, not delayed until personal and social disintegration have progressed to the danger point.

3. It must be adequate to meet, along with whatever other resources are available, the elemental needs of human beings for the preservation of health and decency.

The Philadelphia Committee

KENNETH L. M. PRAY, director Pennsylvania School of Social and Health Work
ELIZABETH MCCORD, member staff, Community Council
JACOB BILLIKOPF, executive director, The Federation of Jewish Charities
EWAN CLAGUE, director of research, Community Council
JOHN W. EDELMAN, director of research, American Federation of Full Fashioned Hosiery Workers
ALEXANDER FLEISHER, managing director, Philadelphia Child Health Society
HELEN HALL, headworker, University House
DOROTHY C. KAHN, executive director, Jewish Welfare Society
BETSEY LIBBEY, general secretary, Family Society
WILLIAM N. LOUCKS, assistant professor of economics, Wharton School of Finance and Commerce, University of Pennsylvania
KARL DE SCHWEINITZ, executive secretary, Community Council
EMMETT H. WELCH, research associate, Industrial Relations Department, University of Pennsylvania
JOSEPH H. WILLITS, dean of the Wharton School of Finance and Commerce, University of Pennsylvania
MRS. GEORGE BACON WOOD, member executive committee, Y. W. C. A., and member of the Philadelphia County Relief Board.

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4. It must be continuous and certain, and so organized as to adapt itself readily, in form and amount, to the changing circumstances of the individual beneficiary and of the community.

5. It must be administered in such a way as to enlist the cooperation, protect the self-respect and sustain the personal rights and powers of its recipients, while preserving the social unity and economic stability of the community.

B. *Practical Standards*. What would a sound relief program require, in its practical details?

1. Eligibility: It would clearly define and candidly announce (a) the specific conditions under which any individual or family becomes eligible for community help; (b) the specific schedule of relief allowances available under varying conditions; (c) the procedures by which eligibility and need will be determined by the community's agents. It would thus seek to make its service available to all who truly need relief according to these objective standards, including those who may be too proud or sensitive to seek it in time to save themselves from irreparable injury; at the same time it would save unnecessary trouble, expense and disappointment for those who now seek aid in vain because, despite their limited means and hard struggles, they still do not fall below that level which the community deems a minimum standard of living in this emergency.

2. Relief Allowances for Families: Relief allowances would be sufficient to permit families to provide for themselves their minimum requirements not only of food, but also of shelter, heat, light, clothing and housekeeping supplies, recognizing all of these as real necessities of life. These minimum requirements inevitably would be less than any standard of living worthy of the name American, since they omit all consideration of such essentials as health service, recreation, household furnishings, insurance, carfare, church and organization dues, or reading matter. Only extreme ingenuity, self-sacrifice and self-help can make this strict limitation of budget to bare essentials possible for any considerable length of time. Anything less than this is a compromise with the exigencies of the situation that may seriously impair the morale and the health of the individual.

Relief in any particular instance would be granted in such an amount as to bring the total family resources up to this minimum level. In order, however, that a somewhat higher standard of living than this low minimum may be encouraged rather than absolutely prevented, and that industry and ambition may not be penalized or wasted, a part of any family earnings would be retained by the family, in addition to the full proper measure of relief.

On the same principle, thrift would be recognized as a community and individual asset, and the total collapse of economic independence would be averted where some vestige of it remains, by awarding relief on the basis of current need and income, not withholding it because of a family's possession of limited assets, such as partial or complete home-ownership, which cannot be converted into ready cash in an emergency without great loss, if at all. Similarly, where a family holds insurance in a limited amount, calculated to meet the contingency of death and burial, the relief allowance would not be reduced on account of the present cash value of such insurance. Not only is this reserve valuable as a protection of the community against the same contingent expense; it is often, also, the family's last material symbol of economic self-maintenance, and as such is worth far more to the community in the long run than its present cash value. It is at such points as this that our defense of the spiritual forces of our stricken neighbors can be powerfully maintained, without adding substantially to the community's total burden.

3. Relief for Homeless and Detached Individuals: Some thousands of unemployed men and women are not living in family groups, but alone, in single rooms, or with no permanent abode at all. Obviously, they, too, are entitled to adequate help. For those who have homes, or for whom suitable lodgings can be found, with friends and relatives or otherwise, individual relief at home, on the same minimum standard as that allowed to those in family groups, is clearly called for by prudence and justice.

Of the others, many are ill or enfeebled by age, with little prospect of reemployment or satisfactory readjustment in the community. For such as these, temporary and spasmodic care, on a disaster level, is not only cruel but ineffective. They should have permanent help in suitable institutions, or better still, through old-age pensions or regular relief allowances in boarding homes or with friends or relatives.

For a considerable number of the more employable group, though fewer than commonly believed, temporary shelter and relief in special institutions must be provided, until, as economic conditions change from season to season and from year to year, they can find their way back independently into more or less stable occupation in the community. For these, too, something more than bare protection against starvation and death from exposure is called for. To the extent that they find, in their contact with this community service, some understanding of their needs and wants, some appreciation and tolerance of their feelings, and to the extent that their daily life, even in these most barren and limited surroundings, includes some opportunity for useful occupation and for self-selected activity on any decent level to which they may aspire,—just so far have we strengthened the inner sources of their future adjustment to an orderly, constructive community membership.

4. Form of Relief: Relief in Pennsylvania has taken four forms. The largest part, at present, is being paid in food orders, redeemable at retail stores in the neighborhood of the recipient's home, supplemented in cases of extreme need by the provision of fuel, shoes and clothing. Another relatively small part is being paid in return for work, provided by public authorities or private groups, at least a part of this payment being often made in cash. A further and increasing part of relief is being provided through commissaries, sometimes called community food markets, at which all food orders are redeemed. Finally, a portion of unemployment relief is being distributed in cash, chiefly through private agencies but also by some public poor relief authorities. All these forms of unemployment relief have certain advantages, and all involve certain dangers and difficulties.

Work-relief is a desirable part of a sound program. There is undoubted value in work, especially for those to whom enforced idleness means, as it often must, the dulling or entire loss of valuable skills and work habits, the increasing feeling of personal futility and failure, the diminishing sense of personal responsibility for self and family. Work-relief also may create important material values for the community.

Two obstacles have stood in the path of made work as a

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mode of relief. The first is the simple mathematical fact that so long as we propose only to keep people alive, this can be done more easily and with less cost through direct relief than by the difficult organization of a work program. The establishment of relief at the level of adequacy which seems wise and feasible would practically eliminate this obstacle. Three days of work per week, paid at the going rate of wages, would probably cost little more than outright adequate relief.

The second obstacle is the problem of finding enough work tasks for those now unemployed, without seriously impairing the economic security of those still employed in the open market. There would be little gain in employing the idle, if thereby we threw others into idleness. Furthermore, these tasks must be diversified, to accommodate the various abilities and interests of the workers. They must be accessible, through wide distribution, yet they must be in as large units as possible, for effective and inexpensive supervision. They must have a proportionately high labor content, so that funds may not be too largely spent for materials. They must be little affected by inclement weather, out of regard both for poorly clad workers and for the permanence of the work itself. In small communities many of these requirements can be fairly readily met. In a great city like Philadelphia, viewed as a whole, they are practically unattainable, except, possibly, through a huge public-works program, planned carefully in advance and cautiously adjusted to the whole economic situation. This is, for the present, out of the question.

Practically, therefore, work-relief here and now must be regarded as a supplementary measure, not a main reliance, and chiefly applicable to those whose skills do not unduly compete with the skills of workers now engaged in industry, and for whom tasks not primarily involving mechanical labor may be discovered or devised.

Food Orders provide a bare subsistence, but obviously they do not meet all the other essential needs, the burden of which must therefore be borne in other ways by individuals and groups, to whom the community as a whole thus unjustly transfers a part of its own responsibility. Landlords, corner merchants, doctors, sorely pressed neighbors, through credit and other aid, carry a load far beyond their proper share of the community's total relief provision. At the same time, the community is thus tolerating and encouraging the deliberate avoidance by its beneficiaries of obligations which they recognize as just and proper. Even within the narrow limits of a bare subsistence budget, the flexible use of funds by recipients to meet actual total needs would have enormous moral value, and probably some material advantage as well.

The Food Market, or Commissary, has two possible advantages over the food-order system. It provides for minimum food needs at less financial cost, and it insures the provision of a better balanced and more nutritious diet than would often be purchased by beneficiaries under the food-order plan. Its economy of operation is at least partly counterbalanced, however, by the necessarily high cost of organization and administration, and by the further fact that such public exhibitions of relief-giving tend to stimulate demands not wholly justified by reasonable standards of eligibility and need, while deterring more sensitive and needy citizens from seeking help before it is too late to repair without great cost the broken framework of their lives. Its value in the protection of physical health depends upon the actual consumption in the home of the entire carefully balanced ration dispensed at the market, an end by no means certain to be achieved.

Its disadvantages are many and important. It is necessarily somewhat inflexible, insensitive to vital differences of need among individuals and between race and nationality groups; it is relatively heedless of those likes and dislikes, habits and attitudes, which cannot be wholly disregarded even in choosing a diet for healthfulness. It subjects innocent citizens to cruel public humiliation, to unnecessary travel and trouble. It thrusts our public authorities into business on a huge scale, and without due regard for the possible effect of this revolutionary step upon the whole fabric of retail trade, already severely threatened by the depression and burdened by credit and service which neighborhood merchants have extended to unemployed citizens while the community slowly and reluctantly mobilized its assistance.

The decisive consideration, however, is that the ends of health and economy, if gained, are purchased at costs beyond their worth. We should not violate in this gross fashion the personal freedom and dignity of those who have committed no offense and who are defenseless through no personal fault; we should not properly or safely impose a dictation upon them, in the name of economy or health, which we are unwilling or unable to impose upon ourselves.

Cash Relief to families and individuals with whom reasonably continuous contact can be maintained seems the most satisfactory and constructive form of unemployment relief. It is the only form which sustains the integrity of the recipient and capitalizes for the long-time benefit of the community his sense of responsibility and his capacity to make a little go a long way. So long as we are concerned only with keeping people alive, regardless of what life may mean to them in the absence of the least right of self-determination, and regardless of the social feelings and attitudes which such absence invites, this consideration may seem unimportant. But so soon as the community undertakes to carry the whole proper burden and to meet the minimum true need of its unemployed citizens, its help should be granted in such a way as to permit the flexible and responsible use of it by the beneficiaries.

There will be occasional indiscretions and wastes, it is true, in the use of cash relief. There are such losses now, through collusion and ignorance. But the gains in the spirit of cooperation, in candid acceptance and discharge of all responsibilities, on a planned and self-respecting, though partial, basis, will amply compensate for occasional mistakes.

Barter, as a means of affording work outlets on a self-respecting, morale-building basis, for some of those unemployed, and as a lever to lift somewhat the present intolerably low level of physical and spiritual existence, may prove in this crisis a highly important instrument. It cannot be regarded in any sense as a substitute for community relief in other forms. It is valuable as a means of bringing idle hands into touch with idle capital and machinery, especially within those areas where exchange of goods and services can fairly easily develop out of the active efforts of the unemployed themselves. The difficulties confronting such an effort on a large scale in a great metropolitan city are enormous, but their possible values warrant serious experiments, under the leadership and with the help of responsible groups in the community, including such agencies as the Chamber of Commerce and the Federation of Labor. It is important that these efforts be totally di-

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vorced from relief administration and conducted only with surplus funds not required for direct relief. If so organized, barter experiments may prove a fruitful field for cultivation and assistance by city, state or national governments, especially, perhaps, the Reconstruction Finance Corporation.

5. Administration of Relief: In the present crisis, government has accepted, under pressure of necessity, the chief responsibility for providing and administering relief. This is not wholly new. Until recently the local government has been chiefly concerned with the task of caring for those in need. Even before the present emergency, however, the state had actively intervened, with financial aid and especially with supervision, having taken practically complete responsibility for the mentally ill and defective, a large share in the support of widowed mothers and of the sick, and increasing protection of dependent children and other groups. Still more recently the federal government, through financial subsidies, research and education, has shown increasing concern for the adequate treatment of many social problems, such as the rehabilitation of workmen injured in industry and the protection of mothers and infants. In the present crisis, it was inevitable as well as logical that the larger units of government should steadily expand their functions, as the resources of local units declined. Today, two thirds of all current funds expended for unemployment relief in Philadelphia are drawn from the federal treasury.

The need for sound organization for effective cooperation between all three branches of government is obvious.

The Locality should be effectively organized for the direct administration of relief. The first requisite is a suitable social-work personnel, adequate in numbers and competency, preferably trained intensively for at least a short period in advance of appointment, and continuously thereafter, especially through highly competent supervision, supplemented by staff conference and discussion.

The State, from which should emanate general policies, should establish and enforce reasonable minimum standards and procedures, in the interest of economy, efficiency and sound social service, and should equalize burdens and resources among the local communities, on the basis of reasonable objective criteria of need.

The Federal Government, in addition to the continuous investigation and study of conditions throughout the country, for the purpose of equalizing through its own funds the burden of relief borne by the different states, in proportion to available resources, and for the further purpose of establishing and maintaining sound standards in the administration of such funds, should accept the special function of providing adequate care and treatment of the increasing army of transient and homeless individuals and families set adrift by present economic dislocations. Some permanent provision for the proper handling of this problem, preferably by direct federal action, or by special grants to the states, should be one of the gains made in the present emergency.

Certain clear principles govern the organization and operation of all three branches of service alike. In each, an independent board should have administrative authority in this field, probably associated with that department or bureau primarily concerned with other social-welfare studies and activities, but autonomous within its own province. It should be composed of citizens especially qualified by experience, representative of informed, progressive opinion in this field, and not otherwise employed in the public service. The boards, local, state and national, must, of course, be utterly divorced from politics or from partisan influence. Each should delegate responsible executive leadership to a general director, thoroughly qualified by training and experience in social work, who should be assisted by an adequate staff of office and field assistants, chosen wholly for professional qualifications, and absolutely protected against political interference or removal.

Unemployment relief is but one aspect of the age-old problem of helping individuals and families in need, historically known as poor relief, whose long tradition has not yet yielded fully to the demands of a changing social order and philosophy. Until this change comes to pass, unemployment relief should remain separate from general poor relief, under its own special administrative organization, at present known in Pennsylvania as the State Emergency Relief Board, and in Philadelphia as the Philadelphia County Relief Board.

It is to be hoped, however, that out of our experience in this crisis may come an increased determination to build in every county a permanent organization, perhaps a county department of welfare, which shall carry on in the whole field of public relief and welfare the tradition of competent, disinterested and nonpartisan service which bids fair to grow out of this unemployment-relief administration.

C. *The Place of Private Agencies*. Where, in this picture of comprehensive public service, is the place reserved for those private philanthropists and agencies who have so long held the front lines while our public reserves were slowly being mobilized?

If they are freed from the impossible burden of carrying the community's whole relief responsibility, they can perform their own logical functions with clearer vision and intensified power. First, they will explore the causes and discover new methods of treatment of needs and problems that complicate all forms of economic disability. The intensive application of individualized study and treatment to these personal needs, requiring a flexibility not readily developed in a public agency, limited by uniform rules of eligibility and procedure, offers a wide field for the indefinite future. Second, experimentation and pathfinding in the handling of less specialized problems, and the testing of methods applicable to the general services of a public agency, will lay the foundation of further steady progress. Third, in the field of relief itself, they will give supplementary help among families in which economic security on a minimum level is not sufficient to sustain adequate social adjustment,—families, for instance, in which their whole culture and status in their group requires specific expenditures not generally deemed essential; families in which health factors require special attention, or where special educational opportunity may release gifts of real consequence to the individual and the community. Finally, there will be that watchful and helpful cooperation with public authorities which stimulates both private thinking and public planning in the social field.

D. *Sources of Funds:* This program of relief obviously depends upon the provision of increased funds. From what sources can they be derived? There is but one source, at present, from which the great bulk of relief funds can be provided, namely the federal government. The continuation of federal appropriations, on a larger scale than ever, is indispensable and inevitable. Furthermore,

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they should be definite grants, not loans, and should be distributed on the basis of objective criteria of need among all the states.

Among the decisive reasons for imposing the greater part of the burden upon the federal government are these two: Its borrowing power is still entirely adequate to meet the need, while most local governments and many states, including our own, have reached or nearly approached the limit of their borrowing capacity under constitutional restrictions or otherwise. The federal government also has the advantage of an established graduated income-tax system, which distributes the burden of carrying and paying this debt where it can be most readily borne, without imposing undue restrictions upon business recovery. Real and personal property, the main sources of local governmental revenues, are uncertain, often unfair, and at present totally inadequate bases of taxation. General sales taxes, which tend to restrict purchases just when expansion of business is most needed, and which bear with undue severity upon the relatively impecunious taxpayer, are not soundly adapted to the present purpose.

The state should carry a substantial part of the burden, and will doubtless be compelled to do so, if it is to receive its share of federal funds. Substantial increases in the higher brackets of the inheritance tax, sound economies in general administration, and the continuance of emergency taxation, including the sales tax if necessary, coupled with the possible use of some surplus funds earmarked by present law for special purposes, may meet the state's minimum obligation, as the basis of federal appropriations. This sum required may reach well beyond $80,000,000 for the coming biennium. For the future, however, Pennsylvania should place itself promptly, by constitutional amendment, in a position to impose a graduated income tax, so that it may be ready to take up the permanent burden when the national government lays it down after the emergency.

The local community should accept a fair share of the burden, if for no other reason than to insure a full sense of responsibility for careful and economical administration and a lively appreciation of the practical problems involved. It is unfortunate that Philadelphia's financial plight at this moment apparently precludes the discharge of this proper obligation in full.

The decisive consideration at the moment, however, is the imperative need for additional funds. Any productive tax, imposed by any taxing authority, is better than none. The use of government credit for this purpose, whether by nation, state or locality, in any amount indispensably required, is justified, if tax revenues do not suffice. Carefully planned experiments in the use of self-liquidating scrip, as a temporary substitute for cash funds in the payment of at least some portions of relief, deserve careful consideration, if all other sources prove inadequate.

II. Public Works

OFTEN confused with relief, especially work-relief, but essentially distinct from it and requiring its own careful organization and administration, is the program of expanded public works in a period of economic depression. Aside from its importance as a device for stabilizing and maintaining normal business, it has a definite value as a means of providing employment for a part of those thrown out of work by the decline of private undertakings.

It has been carefully estimated, on the basis of extensive studies of actual necessary expenditures by local, state and federal governments over extended periods, that by the advance planning of normal construction needs and by the thoughtful timing of activities and required expenditures, so that the volume of public construction may vary inversely with the volume of private construction, approximately 10 percent of those who are unemployed in a city like Philadelphia could have been furnished employment in such projects.

Three conditions are prerequisites for the successful operation of such a plan, none of which have existed in the present emergency. First, there must be really long-range planning. Public-works projects cannot be improvised in a crisis, without great waste and delay fatal to their effectiveness for the purpose under discussion. Not only should the main items of such a program be determined in advance, but the actual engineering and business details should be advanced just as far as possible to the point where, when the need arises, operations can begin. To this end public-works construction and preparation, in each unit of government, should be centralized under the direct supervision of a single adequately equipped authority.

Second, there must be advance provision of means for financing projects when undertaken. The most satisfactory method of making this provision is by the reservation of borrowing power. If, in times of prosperity, the indebtedness of governmental units shall be reduced, through the imposition of adequate taxes, which will not at such times unduly burden the taxpayer or retard business, the government will be able to borrow on favorable terms in times of emergency, to pay the cost of necessary and serviceable public works.

Third, authority to determine the timing of the execution of the items of the long-range program must be concentrated in the hands of a competent, non-political executive agency. Under our system of legislative representation, the temptation to expend available funds for benefits to local constituencies, that can be attributed to the energy and influence of political representatives, is almost irresistible. Under this "log-rolling" or "pork-barrel" system, long-range planning is hampered; useful distribution of public works according to need, either from the long-range or the emergency point of view, is impossible; timing of projects to meet the swing of economic activities is effectually prevented, and only by chance can the financial reserves for a flexible program of construction be assured. It is absolutely essential to this whole program, therefore, that the legislative body, in city, state and nation, shall delegate to a responsible executive board its ultimate power to determine the timing of these projects, while reserving to itself the decision as to the extent and content of the program as a whole.

III. Unemployment Reserves

BUT all forms of relief so far referred to are at best relatively poor substitutes for continuity of income, based on service, which is the essential condition of economic and social security for the individual and of stable economic activity for the community. These conditions can be much more nearly realized through unemployment reserves than by any other means. It is now too late for us to reap the benefit of such reserves in the present emergency, but we should begin now to make provision for the future.

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We have passed beyond the time when it is necessary to argue at length in behalf of this reasonable protection of the human factor in industry, as we customarily protect plant, machinery and invested capital against the depreciation consequent upon enforced idleness.

Significant experiments have been made by a number of individuals and corporations in America, not only indicative of a wider sense of the social responsibility of industry but also immensely instructive in clarifying all the problems involved. The continuance and expansion of these experiments in voluntary unemployment reserves will contribute further to public knowledge and interest, and will add directly to the security and well-being of increased numbers of persons engaged in industry.

But it is obvious that these isolated and partial voluntary efforts, at the present or prospective rate of progress, cannot adequately meet the problem. Not only do they cover only scattered fragments of the field of industrial employment, while the whole area should be equally protected; they are themselves somewhat limited and threatened by competition in the open market with concerns that do not withdraw any part of the working capital and profits for this social use.

What is needed, to make the unemployment-reserve principle effective, is its adoption and operation over the total economic area within which it can be feasibly administered. This can best be achieved by compulsory establishment of unemployment reserves, under government sanction and administration, with basic requirements guaranteeing certain minimums of protection and service, but with sufficient flexibility to be adaptable to the special conditions of different industries and sections.

It would probably be wise, if it were practically possible, to exercise the power of the federal government to this end, since economic competition is in the national arena, and only action over that wide area can wholly equalize the conditions of that competition. But it is generally conceded that the federal government under existing constitutional restrictions, cannot take the full responsibility. For the present, at least, we must look to the states, under their broad police power, for initiative.

While the difficulties of determining the details of an equitable plan are enormous, they are not insuperable, if we bear in mind certain fundamental considerations: 1. These purely industrial reserves should only be expected to mitigate the shock of unemployment for a limited period, beyond which the burden necessarily becomes a social one, to be borne by the community as a whole, through separate relief funds derived chiefly from taxation and administered on principles we have already outlined. 2. A plan for reserves must be so devised as to give industrial management inducement to prevent unemployment, but must not unduly penalize industries entrapped in circumstances beyond individual control tending to produce abnormally wide fluctuations. 3. The worker must be provided with every incentive to seek reemployment and to reestablish permanent earning capacity. Reasonable mobility of labor without loss of benefit must therefore be permitted. 4. Security, impartiality and efficiency in administration must be guaranteed from the beginning, by wise exercise of state authority, but growth and change, in the light of experience, must also be anticipated, and suitable administrative flexibility provided in advance. 5. Room must be left for voluntary experimentation by employers, but subject to certain standards adequately protected by governmental inspection and supervision.

Pooled state-wide reserves, administered by the state, are generally favored by students of the problem, in preference to separate reserves of particular industries or groups of industries. Such pooling of reserves increases the security of the protection by spreading the burden; it permits greater mobility of labor from section to section and from trade to trade; it reduces administrative costs. However, we clearly recognize the ready adaptability of the individual plant reserves to American conditions. As between those two methods there is no necessity for a dogmatic attitude. Either should be encouraged in states where there is a chance of immediate success.

If the system of pooled reserves is adopted, however, there must be some method of merit rating, in order that efficient, social-minded management, resulting in stabilization of employment, may be encouraged and rewarded, and the contrary may be discouraged and penalized. It is probable that in Pennsylvania some provision must be made for certain separate classifications in special industries, in order that the special hazards and handicaps they face in competition may not be intensified, and that the excessive burdens of unemployment which these conditions impose upon the state may be equitably borne.

While it may be logically contended that in the long run industry and the consumer should carry the whole burden, there are sound practical reasons for asking employes to make a contribution to the fund, at least at its beginning. On this basis the fund will accumulate more rapidly than it would do under any conceivably feasible contributions by employers alone. These larger funds will permit increased amounts and longer duration of benefits available. Above all, perhaps, the contributory plan will insure, through the cultivation of an attitude of partnership and joint responsibility, a fair and careful administration, under the watchful eye of both parties. Contributions by employer and employe, respectively, of about 2 percent and 1 percent of the payroll, it is estimated, would establish a fund adequate to bear the anticipated burden falling upon it.

The essential conditions of eligibility and extent of benefit in any state must be subject to more thorough studies of the special conditions in that state, such as the State Committee on Workers' Security will doubtless report. Certain elements can, however, be predicted in general terms. A reasonable length of service in a given employment will be a requisite for participation in the benefits. Certain groups of workers, at least at the beginning, will probably have to be excluded entirely, owing to the difficulty and expense of administration, such as domestic servants, casual laborers and probably agricultural workers. A reasonable waiting period, of two or three weeks of total unemployment or four to six weeks of partial unemployment, between stoppage of work and payment of benefit, can be justifiably established, both for administrative reasons and as a reasonable inducement for personal effort promptly to obtain reemployment. Obviously, voluntary withdrawal from employment, either by individual or collective action, cannot be compensated by payments from these reserves, but others unemployed must not be compelled to accept proffered work in a plant where industrial conflict has caused voluntary withdrawal. Benefits should be roughly proportionate to length of service and to average weekly earnings, the weekly benefit being equal to a half to two thirds of the weekly wage,

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over a period ranging from three to six months according to length of previous employment, up to a reasonable maximum. There must be adequate public machinery for determining eligibility and to insure fair and impartial protection of all interests in doubtful cases.

While the conditions of eligibility, coverage and extent of benefit must depend upon the rate of accumulation of the fund, if it is to remain solvent, in determining the rate of contribution consideration should be given to the obvious fact that the wider and more extensive the protection, the more fully will the values of the reserve principle be realized, in its promotion of the welfare of both individual and community.

The custody and administration of the fund should be in the hands of an independent state commission, closely related to the public-employment service, with its widely distributed facilities for registration of the unemployed and for the discovery of potential opportunities for work. It should also be in close contact with the employment statistical service and with other authorities in contact with employers and workers. It should therefore presumably be associated with, but not an autonomous part of, the Department of Labor and Industry of the State.

We suggest that the present legislature establish the general framework of principles and organization along these lines, creating the permanent state commission, to lay the foundation of administration machinery, but deferring the operation of the plan itself until 1935, allowing the administrative commission the intervening time to gather the data upon which the detail of the program can be definitely confirmed at the next legislative session.

Though the state must take this initial and main responsibility, the federal government has a highly important function to discharge at once. By the extension of the present income-tax exemptions allowed for corporate contributions to unemployment reserve funds, it can effectually remove whatever unfavorable handicap is borne in national competition by employers in states that have accepted this social program. A further important role awaits the federal government in its active leadership and participation in an integrated federal-state employment exchange service.

Unemployment is only one of the potentially insurable hazards to which workers in modern life are exposed, and whose possible consequences involve large social costs. Insofar as we can systematically provide reserves against contingent costs of all these hazards—such as illness, the disabilities of old age, the costs and perils of maternity, perhaps, ultimately, of widowhood—just so far have we strengthened the total security of the individual and therefore the welfare of the community.

The satisfactory introduction and operation of unemployment or any other social insurance, depends in considerable measure upon the development alongside of it of adequate provision for equally certain relief of those who are not eligible for this protection from industrial reserves, or whose claim to its benefit has expired. Industrial reserves and relief must be so related to each other as to permit the prompt and easy movement of individuals, according to their changing circumstances, from the protection of one to the care of the other, without delay or loss. And beyond both, through the promotion of cooperation with private social agencies, supplemental relief should be readily available to those who need it. Without these protections against the pressure of excessive relief needs upon the limited resources of the reserve funds, the value of the insurance principle and its preservation under special strain, may easily be sacrificed.

IV. Public Employment Exchanges

PUBLIC employment agencies play their part in the treatment of unemployment at very important points. They are centers of information as to the supply and demand of labor, both in the local community and elsewhere, and can therefore reduce the duration of unemployment for the individual and eliminate useless and costly travel in search of work. They are a ready means of registration of the unemployed, which, with the introduction of unemployment insurance, can be almost complete. They constitute the logical basic mechanism for effective administration of unemployment insurance, by affording the means of offering the alternative of appropriate work, before the individual becomes entitled to insurance benefits. Through expert knowledge of adaptable skills and study of occupational trends, they can assist in the replacement and guide the retraining of workers displaced by technological changes, or by removal, decline or death of particular industries, and also help in promoting effective vocational guidance and training in the public schools. They can cooperate with public works and work-relief agencies in the selection and referral of workers competent to serve in particular projects. Finally, they may be a powerful force in sustaining the morale of the individual unemployed person, by affording one appropriate spot where he, as an individual person, has a perfect right to be, and where he can verify or correct his own limited or distorted impression of the situation which engulfs him.

Obviously, employment agencies cannot manufacture jobs where none exist, nor can they render their most valuable services in an emergency unless they are prepared by successful operation in normal times to have the confidence of employer and worker, to have accumulated data and experience concerning employment problems and trends, and to acquire the organization and the special skills for dealing with both employer and worker on an individual, understanding basis, with sound vocational guidance going hand in hand with placement. The upbuilding of a nation-wide system of adequately equipped employment offices is one of the imperative needs of the immediate future in America. To that end it is important that concerted efforts be renewed to found such a system, under state direction, with federal cooperation and support directed to coordination, standardization, regional service, uniform statistical reports, along with suggestive experimentation.

While such a complete public employment exchange system is the ideal toward which we must strive, private commercial agencies will long survive. We must, therefore, protect that service against the possible corruption and waste which have sometimes marked its operations, by strengthening the license laws, giving the state adequate authority to set standards and to refuse and revoke licenses, increasing the bond required as assurance of faithful performance of function.

Nonprofit-making employment bureaus, conducted under the responsible auspices of business and professional associations, can serve a useful end in specialized fields, where training, research and experimentation need to be emphasized. It should be an important part of the task of

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the public agency to assist in the development of useful mutual relationships among these agencies and to integrate their services with the more general ones of the public agency.

No statement of the problem of vocational guidance and placement as a factor in the treatment of unemployment would be complete without emphatic reference to the need, vital in times of economic stress, for the continued exercise and advancement of special skills which may otherwise waste utterly away through disuse. The loss of earning power is by no means negligible. Fully as important is the spiritual wound it may leave, in the frustration of cherished interests and hopes. Centers of voluntary occupation, training and retraining, for the cultivation of vocational and avocational skills, with adequate provision for personal counseling and for individual help in finding a market for special abilities, are a valuable link in the chain of services that should be open to the unemployed in time of depression as in normal times.

V. Unemployment Statistics

IT is clear that all these activities, if they are to be timed and adjusted to current needs, depend upon the systematic collection and dissemination of dependable facts about unemployment. It is plain that the statistics must be (1) current, that is, gathered quickly enough and at short enough intervals to reflect rapidly changing conditions. They must be (2) *accurate*. They must be (3) *comprehensive*, that is, covering the largest possible portion of the total employment area, both geographical and occupational. They must be (4) *continuous* and *cumulative*, giving a sound basis of comparison from time to time and from place to place, in order that emerging trends may be promptly identified. They must be (5) *promptly available*, in order that appropriate action may follow directly upon observed needs.

Philadelphia is peculiarly fortunate in the quality of the statistical service devoted to this problem. Through the Federal Reserve Bank we have dependable monthly and cumulative figures covering employment facts on a thoroughly representative basis in substantially four fifths of all the different occupational fields in this state. Through the Industrial Research Department of the Wharton School of Commerce of the University of Pennsylvania, we have the results of careful periodic surveys of actual unemployment in a large number of typical Philadelphia districts, from which fairly reliable conclusions can be drawn as to the total volume and character of unemployment in the city. Together, these surveys of employment and unemployment afford a reasonably satisfactory index of the whole situation, though there remains a certain margin of unavoidable error.

Until some form of unemployment insurance requires the registration of all the unemployed, we must continue to rely upon the voluntary cooperation of reporting firms, supplemented and checked by periodic censuses and surveys to prevent the accumulation of error. The present need is for the extension of such services over a steadily widening area.

Since, under any plan of long-time treatment of unemployment, the federal government must carry certain financial and administrative responsibilities, dependent upon definite knowledge of conditions throughout the country, it is essential that it shall establish a clearing center for employment data on a nation-wide scale. The Bureau of Labor Statistics, in the federal Department of Labor, has recently been empowered by Congress to gather comprehensive statistics, though it has not received an appropriation adequate for this purpose. It is imperative that such an appropriation be granted at the earliest possible moment, and that under trained and skilled leadership, with adequate competent staff, the Bureau seek to meet the full needs of the situation. In that event, it is to be expected that the services and results of satisfactory private and public agencies, wherever they exist, will be fully utilized and not duplicated, but that the Bureau itself shall have the initiative to fill in the gaps where no adequate service is now available.

In the absence of such complete data, even for our own state as a whole, on which correct estimates of unemployment, for the purpose of allocating relief funds, can be based, it is highly desirable if not essential to undertake at once a complete census of unemployment in Pennsylvania urban areas. Such a census at this time could be used as an unemployment work-relief project. There are large numbers of capable, well-trained clerical and professional workers out of work and in dire need, to whom such a project offers, along with its material compensation, the important value of constructive public service in which their own skills are appreciated and used. This is one point at which so-called "made work" can be introduced without serious difficulty or excessive cost, without any potential interference with normal economic processes, and with enormous practical advantage to the community.

The one necessary condition for the success of such a project is, of course, its total divorce from politics. The selection of a director for the entire state, equipped by special experience in the conduct of such surveys and empowered to appoint regional assistants, would insure impartial and scientific central administration. The director and his assistants would then appoint and briefly train some three thousand local supervisors and enumerators, from among competent unemployed citizens. This force could complete the whole census, we are reliably informed, for a total expenditure of not over $125,000. Such an investment, to insure equitable distribution of these vast funds, is a measure of true economy.

A Seven-Point Program

THIS, then, is the skeleton outline of a community program for the long-view treatment of unemployment.

The program is by no means Utopian in spirit or content. There is real hope and promise of its realization, in essentials, in the not distant future.

But we are living in the tragic moment of a crisis. We cannot wait for the orderly consummation of a perfectly balanced program, while men, women and children suffer agonies of privation and fear all about us. What can be done now?

We urge:

First, the enactment of the pending Costigan-LaFollette amendment to the Reconstruction Finance Corporation Act, carrying direct appropriations of at least $500,000,000 for immediate use by the states.

Second, with these funds, and all that state and city can add to them, the immediate increase of relief allowance

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to include the payment of rent, at least sufficient to cover taxes and upkeep of homes.

Third, that the present separate relief organization in state and locality, namely, the State Emergency Relief Board and the County Relief Boards, be permanently established by the legislature at once, and assured of adequate means to carry on after March 31, when the present appropriations expire.

Fourth, that relief be supplied partly in cash as a means of giving families greater flexibility in managing their own affairs and enabling them to provide in part for necessities not covered in the food-order system.

Fifth, that the facilities of libraries, museums, recreation centers and educational institutions be maintained at full capacity, as far as practicable using the services of those now idle who are equipped with special skills useful in these activities.

Sixth, that every effort be made to strengthen the public employment system in Pennsylvania.

Seventh, that the foundation of an unemployment reserve or insurance system in Pennsylvania be established at the present session of the legislature.

COMMUNICATIONS

(*Continued from page 132*)

Milk is being distributed to needy children, and the relief agencies pay an average of eight cents a quart to the dealers, while local farmers sell for about two cents a quart. Road work is the only source of income in many families, two days a week the limit except for foremen. Even for that work, it is said to be helpful to have the right (?) political affiliations or friends. Prices of farm products are the lowest since the Civil War, business is stagnant, factories idle; a contractor doing a big business for a small town, employing some twenty men two years ago, now has laid off all his help and is working as a foreman on the state road.

My professional training has not been able to get me a paying job—"we do not want any women over thirty-five," and I have passed fifty. Practising physicians and dentists are living on credit, and poorly at that, nurses are out of work. So I am having a taste of what real farmers experience as to income. I can not afford to give volunteer services, as the price of gasoline to get to the nearest agencies is prohibitive and even next month's grocery bill has to be carefully budgeted. Into this situation The Survey comes like a welcome old friend, bringing to me, who cannot take any part in the active social work, the touch with what my comrades in the field are doing. M. D.

Back-road Circulation

To the Editor: I have enjoyed The Survey, especially the illustrations. Not one of the numbers has been neglected after the family has read it. The copies have all gone into further circulation, some abroad, and others to the doctor in the small country town where I was born, and he distributes them among his convalescent patients in the back-country roads where reading matter is not plentiful. I have always saved for him anything that came my way, for I know he has great pleasure in giving away reading matter, clothes and anything we can spare.

Springfield, Mass. Adelaide C. Welcker

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